

# SWAMPSCOTT 2025 THE MASTER PLAN



**Adopted by the Swampscott Planning Board  
May 9, 2016**





# Acknowledgements

**Swampscott 2025: The Master Plan** was a one year collaborative effort to identify a community vision and create a long-term, comprehensive strategic plan for the Town of Swampscott. The plan was made possible with funding from the Town of Swampscott. The Town would like to thank all Swampscott citizens who participated in the process and acknowledge the Master Plan Committee members, who volunteered countless hours of time and energy to help create this plan:

Angela Ippolito, *Master Plan Committee Chair and Planning Board Representative*

Robert Powell, *Master Plan Committee Clerk*

Sarah Walker, *Master Plan Committee Clerk*

Tonia Bandowicz, *Conservation Commission Representative*

Sylvia Belkin, *Historical Commission Representative*

Christopher Bibby, *Resident*

Gail Brock, *Resident*

Gino Cresta, *Department of Public Works*

Erin DeRoche Perault, *Resident*

Neal Duffy, *Renewable Energy Committee Representative*

Pete Kane, *Director of Community Development*

Brett Laker, *Resident*

Trisha Malphrus, *Disability Commission Representative*

Amy O'Connor, *School Committee Representative*

Jim Olivetti, *Open Space & Recreation Plan Committee Representative*

Jackson Schultz, *Harbor and Waterfront Advisory Committee Representative*

Ralph Souppa, *Resident*

Andrew Steingiser, *Municipal Design Committee Representative*

Mary Webster, *Recreation Commission Representative*

Cover Photo: King's Beach, Credit: Jim Olivetti

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Planning and technical assistance was provided by staff from the Metropolitan Area Planning Council:

Christine Madore, *Regional Planner I*

Matthew Smith, *Senior Economic Development Planner\**

Manisha Gadia Bewtra, *Analytical Services Manager*

Hannah Casey, *Communications Intern*

Cortni Kerr, *GIS Intern*

Sarah Kurpiel Lee, *Senior Transportation Planner*

Mark Racicot, *Land Use Planning Director*

Patrick Roche, *Energy Coordinator*

Emma Schnur, *Land Use Intern*

Ralph Willmer, *Principal Planner*

Eliza Wallace, *GIS Analyst*

*\*former MAPC staff*

To learn more about MAPC, go to [mapc.org](http://mapc.org)

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# A Letter to the Swampscott Community

## Dear Swampscott Residents,

The next chapter in Swampscott's history is ready to unfold thanks to the completion and guidance of ***Swampscott 2025: The Master Plan***.

This new Master Plan, replacing the previous plan from 1971, focuses on a wide range of key topics aimed at enriching our community by building on our past, preserving our natural and residential character, and strengthening our economic viability within the region. The concept of "community" is something we can all feel, but what defines it? Community isn't just one thing, it's many things in the right combination, woven together, sustaining a way of life. We can sense what's working and what isn't.

***Swampscott 2025*** takes a very scientific approach to "community" by interpreting feedback from residents and business owners, researching and compiling data on Housing, Economic Development, Historical and Cultural Resources, Open Space, Transportation and Circulation, Public Facilities and Services, Sustainable Energy and Hazard Mitigation, and Land Use and Zoning, and works to understand the impact each of these has on our everyday lives.

It identifies our precious resources to preserve and lays out goals and strategies to improve and maintain them. It identifies our frustrations, obstacles, and processes that aren't working and those that are, and establishes methods to correct them. It identifies opportunities that the future holds and how we can seize them and realize the type of growth we need to sustain our community.

Swampscott has evolved a number of times: first as a fishing village, then a seaside resort community, to the current-day bedroom community for the Boston Metro area. Our town is changing still – lots of redevelopment of older properties, a changing demographic – all of which means that we have new challenges and opportunities to take on in the coming years. ***Swampscott 2025*** provides us the framework to make that change in a thoughtful and predictive way.

The effort to develop ***Swampscott 2025*** took just over a year. The Master Plan Committee and Metropolitan Area Planning Council conducted four public forums, a number of meetings with Town staff, and numerous interviews with various business owners and Swampscott organizations that have helped us to ensure that the vision and goals of the plan will shape the quality of life that's best for Swampscott.

***Swampscott 2025*** is not just a document to sit idly on a shelf in Town Hall. It'll take the effort of various Town boards and departments as well as Town Meeting to enact a wide range of operational, capital, and policy changes over the next ten years. They'll have the guidance of ***Swampscott 2025*** and assistance from the resident-elected Planning Board to follow through with those initiatives. But it will also take you, the residents, to support those boards and departments in their work so that we can fulfill the community's vision for 2025.

Sincerely,



**Angela Ippolito**  
Planning Board Chair



**Peter Kane**  
Director of Community Development

May 2016





# EXECUTIVE SUMMARY

## PLAN ELEMENTS



*Historic and Cultural Resources*



*Open Space*



*Economic Development*



*Housing*



*Public Facilities and Services*



*Transportation and Circulation*



*Sustainability: Energy*



*Sustainability: Hazard Mitigation*



*Land Use and Zoning*

## Introduction

### *What is a master plan?*

**Swampscott 2025: The Master Plan** is the comprehensive master plan prepared by the Town of Swampscott with the support of the Metropolitan Area Planning Council under the direction of the Swampscott Master Plan Committee and Director of Community Development.

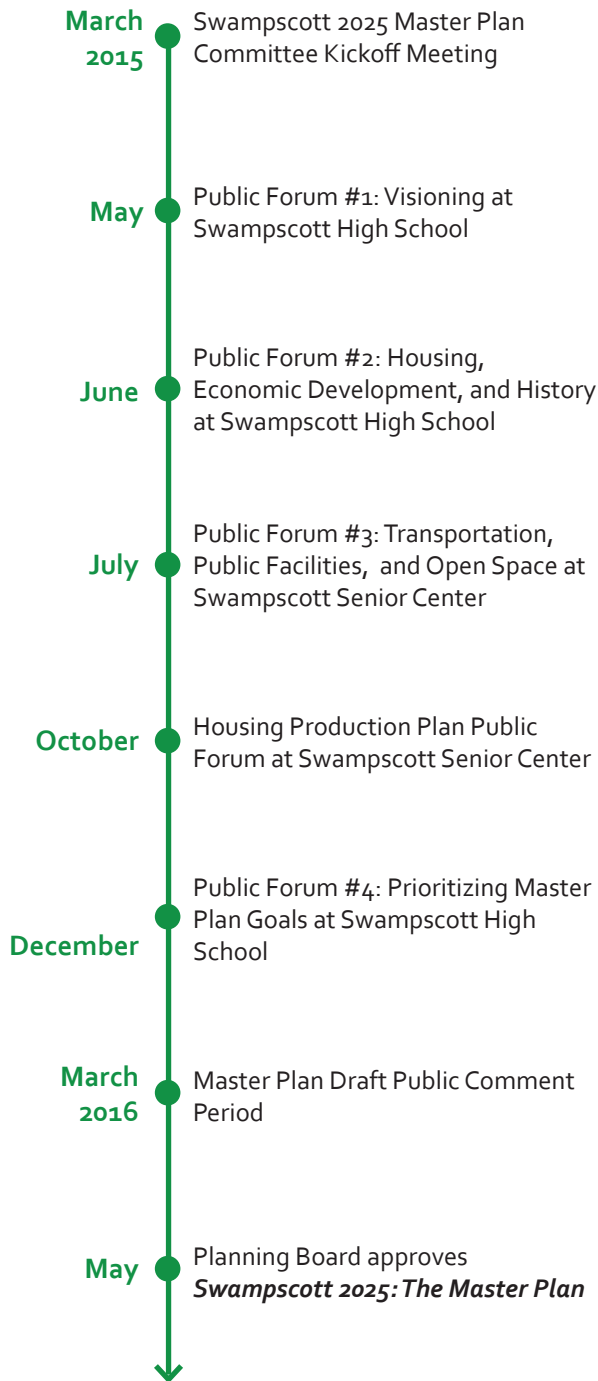
The master plan includes a strategic framework to guide the future physical and economic development within the Town of Swampscott over the next 10 years. **Swampscott 2025: The Master Plan** is an action plan for positive change within the community. It provides:

- A town vision based on community input and priorities;
- strategies and actions to improve livability, opportunity, and sustainability;
- a land use plan to guide physical development in town;
- an implementation strategy to effectively achieve plan goals; and
- predictability for residents, businesses, and developers, and elected officials.

Developing a master plan is more than just researching and writing a report. It is an open, public process through which the people of Swampscott decide future priorities to guide growth and development over the next decade. It was also an opportunity through which town residents and business owners, and Town boards and committees talked to each other, listened to each other, and brought their visions for the town into alignment to achieve a set of shared goals.

### *Public Input*

Public input is a critical component of the master planning process. During the course of the **Swampscott 2025: The Master Plan** process, residents of all ages, business owners, elected and appointed representatives, and others were invited to weigh in on important issues facing our great town. There were many ways citizens participated: four public forums were held at the Swampscott High School and Senior Center; a project website at [Swampscott2025.mapc.org](http://Swampscott2025.mapc.org); social media; drop-in interviews with business owners; and Master Plan Committee members were present at the Farmers Market throughout the summer to engage residents on the plan.



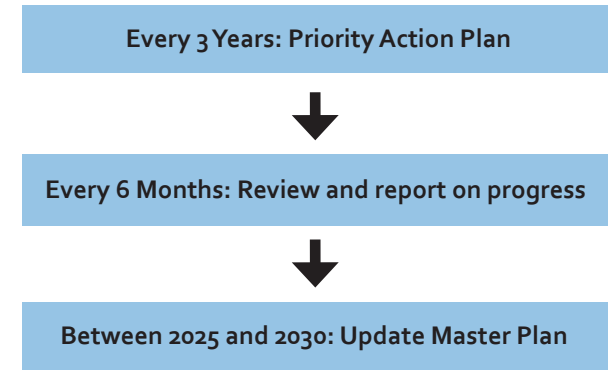
This input, along with existing conditions findings, were synthesized by the Master Plan Committee with assistance from MAPC, then developed into a set of draft goals, strategies and actions for each master plan element, with an implementation strategy for each. Once the draft plan elements were complete, the full document was released for public comment in late February 2016.

Meetings with appointed and elected boards of Swampscott were held to solicit feedback and guidance. After considerable input, the plan was finalized and approved by the Planning Board. **Swampscott 2025: The Master Plan** will serve as the guiding planning document for the Town of Swampscott over the next 10 years.

### Implementing the Plan

The purpose of a plan is to prepare for action. **Swampscott 2025: The Master Plan** includes a detailed implementation plan setting out the what, how, who, and when for specific actions to achieve the goals of the plan. The Swampscott Planning Board will serve as the stewards of the plan, advising town boards, committees, and other stakeholders on implementation as well as monitoring progress. A progress report to citizens is scheduled to be released every 6 months, and the plan will be evaluated and updated for relevance every 3 years.

### Implementation Plan



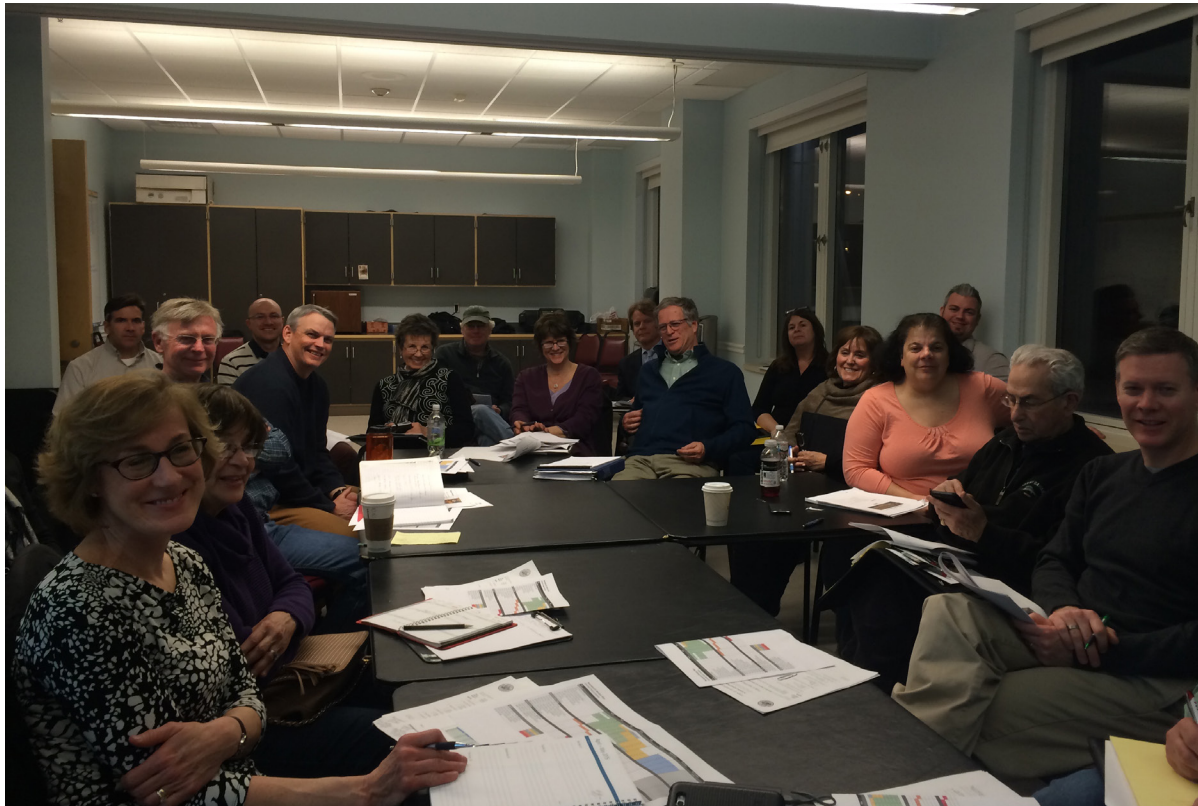
## Goals

### Historic and Cultural Resources

Swampscott's identity is deeply rooted in its history. Promoting the town's historic and cultural assets - historic structures, landscapes - and telling the town's stories not only raises awareness of these resources, but also strengthens the case to preserve and protect them. Celebrating these assets will be critical in attracting tourists to Swampscott and generating much-needed economic activity, especially along the waterfront.

- Enhance efforts to protect and maintain Swampscott's historic and cultural resources.
- Increase local capacity to support and fund historical preservation efforts.
- Promote Swampscott's historic resources to encourage greater preservation efforts and to attract visitors to town.

**Master Plan Update Committee:** *The committee membership consists of members from several Town boards and committees.*



*Credit: MAPC*

a green corridor network will increase awareness and accessibility of these amenities.

- Implement the adopted 2013 Open Space and Recreation Plan.
- Establish a Green Corridor Network to connect open space and recreational opportunities in town.
- Identify and advocate for additional Open Space and Recreation funding.



*Credit: MAPC*



*Credit: MAPC*

## **Open Space**

For a small community of only three square miles, Swampscott has a wide range of open space and recreation resources both in quantity and diversity. Because limited open space exists in town, preserving and maintaining existing resources is of the utmost importance. The town's beaches are highly valued by its citizens, and several amenities for passive and active recreation can be found inland. Improving connectivity between these resources by establishing

## **Economic Development**

The costs of maintaining public facilities and providing services continue to rise, but the Town has limited options in generating additional revenue to close the widening budget gap. Swampscott must leverage its three major assets: coastal setting, transit access, and strong commercial areas to drive additional economic growth. The Town's fiscal health will increasingly rely on new growth – especially in commercial properties – since residential areas in town



are mostly built out.

- Maximize benefits of Swampscott's geographic location as a coastal community and public transportation access to Boston to attract new economic investment.
- Invest in the tourism industry - providing more amenities and programming year round.
- Attract more visitors and private investments to Swampscott.
- Build organizational capacity to advocate for continued revitalization and stronger growth in Swampscott's commercial areas.



Credit: MAPC

## Housing

Swampscott's compact, picturesque residential neighborhoods and quality school system will continue to be highly desirable to young families in the coming decades; retirees and elders will prefer to age in their communities, creating a large and growing need for affordable and age-

friendly housing options. To meet a growing housing demand, the Town must find ways to diversify its housing stock so current and prospective residents can lead a high quality of life regardless of their age, income level, or physical ability.

- Create opportunities to develop a more diverse housing stock – affordable and market rate - to meet the needs of a changing demographic profile in the town.
- Provide seniors and persons with disabilities with greater housing options so that those who currently live in Swampscott can continue to do so.
- Identify opportunity sites that are most appropriate to accommodate Swampscott's projected growth in housing.
- Maintain and advance local capacity and advocacy efforts to achieve housing production goals.
- Identify funding sources and programs to assist the Town in meeting existing and future housing needs.



Credit: MAPC

## Public Services and Facilities

The Town of Swampscott provides high quality services and facilities and continues to make improvements to Town-owned properties. The Town has also made efforts to increase efficiencies in administrative processes.

- Ensure Swampscott's facilities meet community needs.
- Secure adequate resources for Swampscott's public services and facilities.
- Ensure Swampscott's sewer and water infrastructure meets safety and environmental standards.
- Enhance communication and improve transparency of Town processes.
- Ensure utility of all Town-owned buildings.



Credit: MAPC



## Transportation and Circulation

Like other Boston area suburbs, Swampscott is not unique in that it faces a variety of transportation challenges, including pedestrian safety, vehicle speeds, and parking – especially along the waterfront. There are several immediate opportunities to improve infrastructure for bicyclists and transit users – such as adding bike racks at the train station – that will improve both transit ridership and user experience.

- Construct the Swampscott Rail Trail.
- Improve accessibility for all users.
- Improve connection between Commuter Rail station and Humphrey Street/ beaches.
- Understand and address local parking challenges
- Improve pedestrian environment in Vinnin Square.
- Increase funding for local transportation improvements.
- Increase transit amenities to encourage transit ridership.



Credit: MAPC

## Sustainability: Energy

Swampscott received the Green Community designation in 2010 and has made significant strides in reducing municipal energy use. The Town established a community electric aggregation program that offers residents and business a 100% renewable electric supply.

- Reduce municipal sector energy use by 20% in accordance with the Energy Reduction Plan.
- Reduce commercial and residential sector energy use.
- Reduce municipal and non-municipal greenhouse gas emissions.



Credit: Town of Swampscott

## Sustainability: Hazard Mitigation

Swampscott, as a coastal community, will face the largest threats from flooding (due to sea level rise), storm surge, and increased intensity of precipitation events. Moreover, stormwater discharges will impact flooding

and ocean water quality. However, the Town has taken proactive steps in mitigating the impacts of these events.

- Prepare for the impacts of sea level rise.
- Prevent and minimize the impacts of water pollution.
- Reduce local heat impacts.



Credit: Jim Olivetti

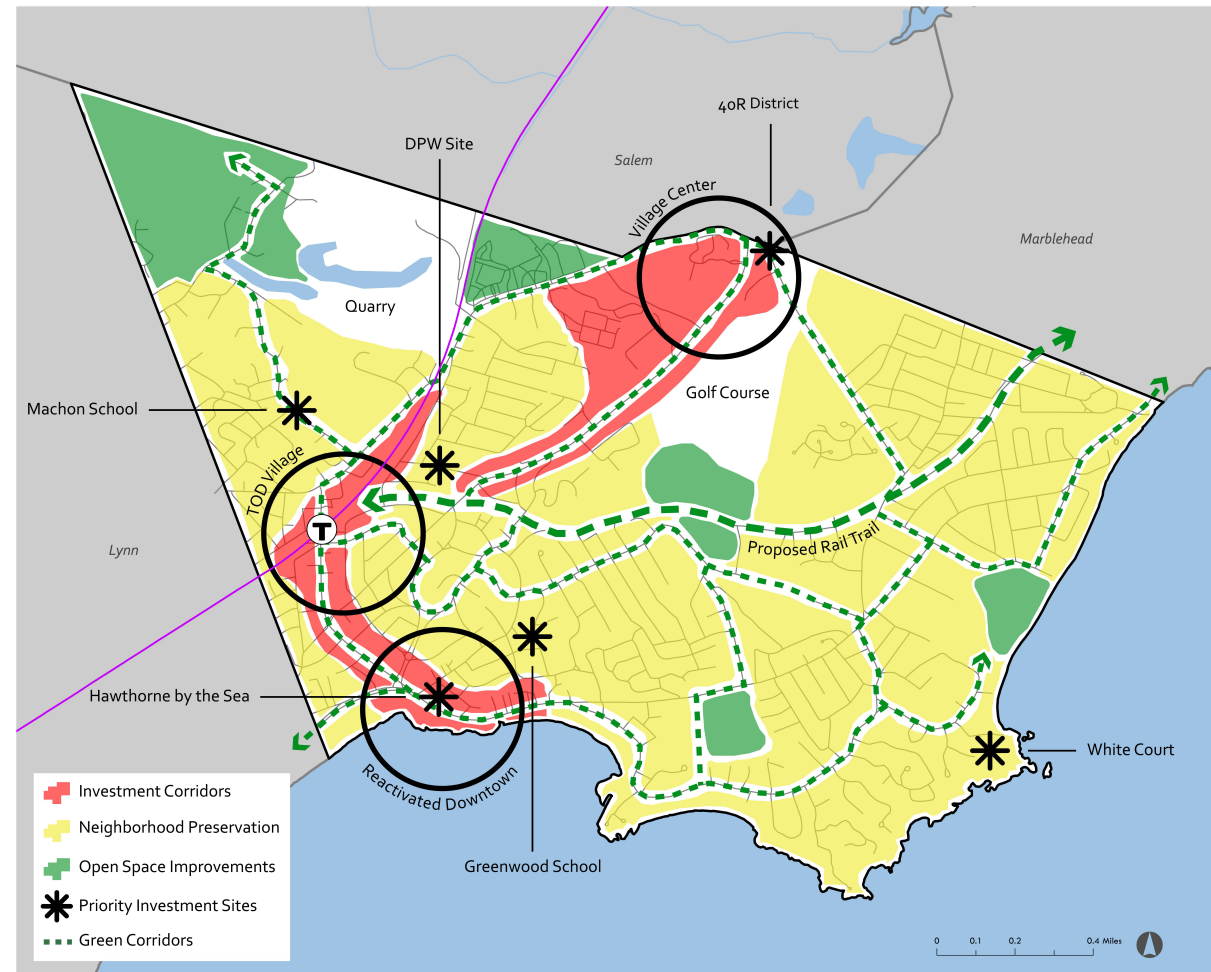
## Land Use and Zoning

The majority of Swampscott's land area is dedicated to residential use and very little undeveloped land – less than 1% of total area - is available. However, opportunities for redevelopment or improvement of undervalued properties do exist, especially around the train station area. Considering the widening gap in the Town's budget, opportunities to increase property values must be seized when available.

- Revitalize Humphrey Street into a vibrant and attractive mixed-use commercial corridor.

- Establish a robust green network to improve quality of life, protect natural landscapes and amenities and improve connections.
- Encourage mixed-use, walkable centers that enhance quality of life, provide greater housing options, and maximize value of undervalued land.
- Preserve the character of Swampscott's residential neighborhoods.

### *Future Land Use Recommendations*





# SWAMPSCOTT'S VISION FOR 2025

In 2025, Swampscott is a flourishing community offering residents a high quality of life by taking full advantage of, and emphasizing, its many unique assets – picturesque beaches, distinctive history, attractive and diverse residential neighborhoods, strong transportation connections within town and to Boston, a thriving business mix, a network of beautiful open spaces, and community pride.

Swampscott's rich maritime history and pristine, well-maintained beaches draw residents and visitors to its waterfront. Residential neighborhoods offer a welcoming, safe and enriching environment with a variety of housing options – market rate and affordable – for families, seniors and young adults.

Humphrey Street serves as the vibrant cultural and social center of the community, drawing people from all walks of life, including tourists, to its historic setting and unique selection of shops, restaurants, and views of the Atlantic. Redevelopment around the MBTA train station has created a transit village with shops and residences in a walkable environment attractive to young and old residents alike. A reimagined, revitalized, walkable Vinnin Square serves as a regional destination for North Shore shoppers and workers with improved multi-modal transportation access and

appropriately-scaled mixed use retail, residential and office space that attracts much needed business, jobs, and increased consumer spending to town.

Swampscott's state-of-the-art public education and up-to-date town facilities continue to attract families, but also provide excellent services and recreational options for residents of all ages.

Effective Town management, improved transportation connections, and strategic partnerships with our neighboring communities have unlocked community and economic opportunities allowing all to share in the success of Swampscott and the surrounding region.

Finally, a connected system of well-maintained parks, open spaces, and beaches with strong pedestrian and bicycle amenities further contributes to Swampscott's high quality of life by improving residents' overall health and making the community among the "greenest" on the North Shore.

Through this Master Plan process and other ongoing community endeavors, this vision of Swampscott in 2025 is one of an informed, engaged, and productive community, with a shared vision and commitment to achieving a prosperous and sustainable future.



*Credit: MAPC*



*Credit: MAPC*



*Credit: MAPC*





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# 1. SWAMPSCOTT TODAY

## SWAMPSCOTT BY THE NUMBERS

**Total population in 2013:** 13,862 (compared to 14,412 in 2000)

### Age Composition

- 25% under the age of 19
- 14% between 20 and 34
- 46% between 35 and 64
- 15% 65 years and over

### Households

- Total number of households in 2013: 5,518 (compared to 5,719 in 2000)
- Average household size in 2013: 2.48 (unchanged from 2000)
- 69% are family households
- 32% have children under 18
- 23% have seniors 65 and over
- 31% are non-family households
- 27% are single-person households

### Racial/Ethnic Composition (2013)

- 93% white
- 2.6% Hispanic/Latino
- 1.9% Asian
- 1.1% African-American
- 1.1% Two or more races

### Income (2013)

- \$92,258 median household income
- \$113,456 median family income
- 45.4% of households have incomes of more than \$100,000
- 18.5% of households have incomes of below \$35,000
- 4.8% of the population are in poverty
- 3.5% of families have incomes below the poverty level

### Educational Attainment

- 66.6% of the population over 25 years old has a bachelor's or advanced degree

*Source: American Community Survey, 2009 - 2013 Estimates, U.S. Census 2010*

## Planning Context

### Location and Access

The Town of Swampscott is located along the Atlantic Ocean in Essex County, approximately 12 miles north of Boston. The town, which encompasses approximately 3 square miles (1,950 acres), is bordered to the south by the City of Lynn, to the north by the Town of Marblehead and City of Salem, and to the east by the Atlantic Ocean.

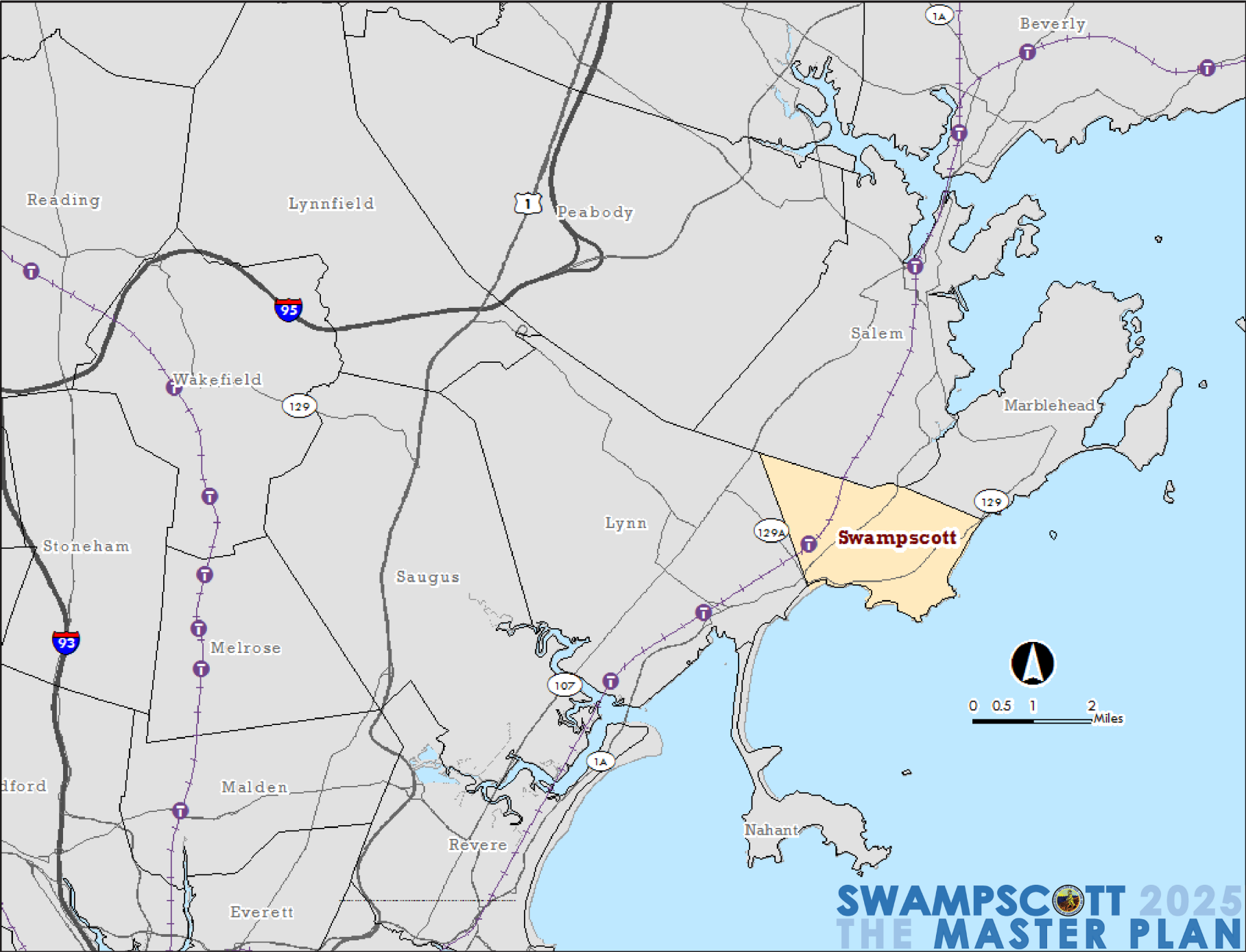
In terms of access, Swampscott is somewhat isolated geographically, and has no major highway access. Primary access to surrounding communities and the larger region is provided via State Routes 1A (Paradise Road), and 129 (Humphrey Street/ Atlantic Ave).

The community does have strong access into Boston via the Newburyport and Rockport lines of the MBTA commuter rail system. Additionally, local MBTA bus connections link residents and workers to Salem, Marblehead, Lynn, Boston and beyond. For more, see chapter on Transportation and Circulation.

### Local Governance and Services

The Town of Swampscott is governed through an elected Town Meeting

Map 1: Swampscott Regional Context



legislative body comprised of 324 members representing six precincts (54 members each). Annual Town Meeting occurs the third Monday of May, and a Special Town Meeting may be called by the Board of Selectmen or upon request of Town Meeting members. An elected Town Moderator (1-year term) is the presiding officer of Annual and Special Town Meetings and appoints the members of the Town's Finance Committee and Capital Improvement Committee. The Town Clerk records the votes of all actions taken.

The executive branch of Swampscott's town government is a five-member Board of Selectmen, each elected to 3-year terms. In addition to serving as the governing administrative authority, the Board of Selectmen prepares the Town Meeting Warrant, appoints members to various boards, committees and commissions, and appoints the Town Administrator, who oversees day-to-day town operations.

Various governmental roles are undertaken by 22 Town departments, and approximately three dozen boards and committees. As highlighted on the Town of Swampscott website, the Town provides its residents with general services including police and fire protection, public K-12 education, active and passive park and recreation spaces, public water and sewer, and a public library. All gas and electricity services are provided by private utilities. More on local governance and services is discussed in the Public Facilities and Services chapter.

## ***Historical Context***

In many aspects, Swampscott's connection to the ocean has provided its identity, and been a key driver of the town's growth. What is known today as Swampscott was originally home to the Naumkeag Tribe - an offshoot of the larger Pawtucket Native American tribe – who fished and farmed within an area once known as Sachem Pogueanum. This land, which was later renamed the Humphrey Grant after John Humphrey, first deputy governor of the Massachusetts Bay colony, grew into a sizable fishing village in the 1800s. This area was known as the birthplace of the lobster pot (trap), and the Swampscott Dory, the craft used to pull lobster pots. Along with several hundred acres of what was then part of the City of Lynn, this region was incorporated officially as the Town of Swampscott in 1852.

After incorporation, Swampscott's ties to the sea continued to propel its growth.

### ***Former New Ocean House on Puritan Road***



*Credit: Town of Swampscott*

With the advent of rail service in the 1850s, Swampscott experienced a building boom that quickly transformed the community into a seasonal ocean resort town that attracted the nation's elite. Most notably, grand hotels and beaches lined the coast along what is today known as Humphrey Street while seaside estates lined easternmost areas. The grounds and buildings that housed the former Marian Court College was President Calvin Coolidge's Summer "White House."

Rail service also brought about Swampscott's second transformation: a seaside commuter suburb. Rail service provided residents with direct access not just to Boston, but to nearby booming industrial centers including Lynn and Salem. Soon, seaside estates were subdivided to provide more year-round residences, and inland areas began to develop towards the train. Most significantly, the former Enoch Redington Mudge estate was redeveloped into a planned residential district designed by Frederick Law Olmsted Sr. The area, now known as the Olmsted Historic District, is both designated as a Local Historic District and is listed on the National Register of Historic Places. The suburbanization of the remainder of town occurred after World War II as automobile ownership allowed for more remote areas of town to be developed.

Swampscott's land use patterns today, which will be discussed in the Land Use chapter, continue to reflect the town's dependence on the ocean and later

the railroad, even as auto-oriented suburbanization took hold in the Post War period.

## Demographic Trends

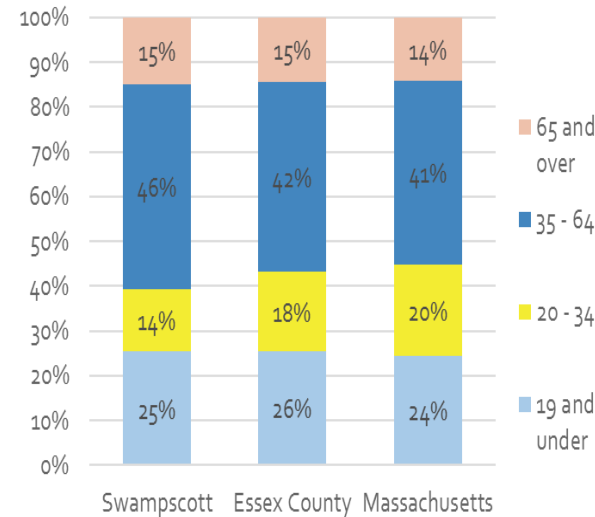
Swampscott's population has seen relatively little change over the past 40 years. As of 2013, Swampscott had just over 13,800 people, a few hundred more than in 1970. However, over the last 20 years, population has fluctuated. For example, after an increase of 5.6% between 1990 and 2000, population declined by 4.3% through 2010.

Based on population projections by MAPC, the town will trend towards population decline if current conditions persist. Moreover, the total number of households is projected to increase due to decreasing household sizes. As Swampscott plans for the future, the Town must consider ways to attract new and retain existing residents in order to sustain a strong and resilient tax base necessary for the Town to provide quality facilities and services.

### Age Trends

Compared to Essex County and the State, Swampscott's population is older. Like other cities and towns in Massachusetts, the aging of Baby Boomers is contributing to this growth. At the same time, the Town has a smaller share of 20-34 year olds compared to Essex County and Massachusetts as a whole. These younger age cohorts have also experienced the most dramatic decline

**Figure 1: Age Trends**



Source: American Community Survey 2009-2013 Estimates

in town since 1990. School-aged children, especially those below the age of 15, have decreased over the past 20 years. Given the decreasing household size, this may suggest that families are having fewer children.

### Household Trends

As of 2010, there were 5,520 households in Swampscott, a decline of 199 from 2000. This may indicate that more and more homes are no longer used as a primary residence, and instead are only occupied seasonally. Generally speaking, Swampscott is a family-oriented community – nearly 70% of total households are families, a third of which have children under 18.

Aging Baby Boomers will have a substantial influence on household changes in

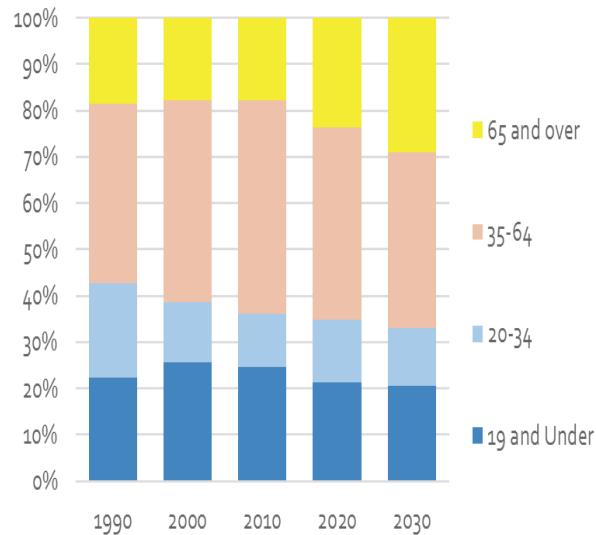
Swampscott. The number of households with empty-nesters and retirees will continue to grow by approximately 52% and impact the types of housing and services needed in town.

### Population Projections

MAPC prepared population projections through 2030 for the Metro Boston region under two scenarios: Status Quo (SQ), based on the continuation of existing rates of births, deaths, migration, and housing occupancy; and a Stronger Region (SR) that assumes higher population growth, greater housing demand, and a larger workforce. MAPC projects that by 2030, population for those aged 65 and over in Swampscott will increase by 1,600 people, or 65%, and family-oriented adults between the ages of 35-64 will decrease by 1,100, or 17%, under the SR scenario. These trends point to the potential need for more senior housing and services, while the outmigration of adults will have an impact on the Town's ability to raise sufficient property tax revenue to maintain town services that provide a high quality of life.

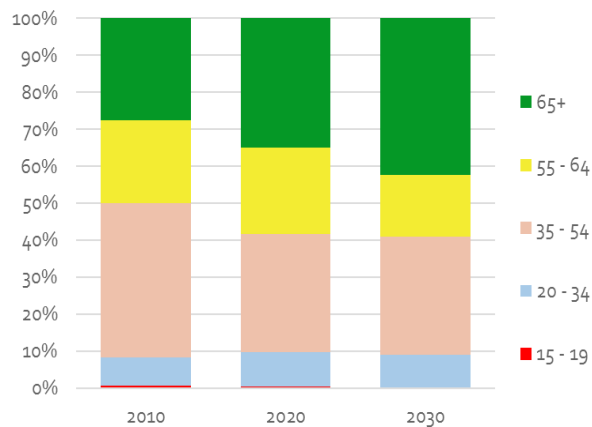
Household projections reflect shifting population dynamics and further emphasize their implications on local housing and service demands. Whereas a 16% decrease is projected for households headed by those between the ages of 30 and 59, households headed by persons aged 60 and above will increase by 47%. These older households are more likely to transition from large single-family to smaller housing units – smaller

**Figure 2: Swampscott Population and Projections by Age**



Source: U.S. Census and MAPC Analysis

**Figure 3: Swampscott Households and Projections by Age**



Source: U.S. Census and MAPC Analysis

single-family, townhomes or multi-family.

Further, demand for smaller housing units is likely to increase, both within Swampscott, but also throughout the region. Over the next 20 years, MAPC projects that household sizes for a large proportion of communities across the state will continue their downward trend, with average sizes decreasing from 2.5 to 2.3 persons per household in Swampscott. For more on housing needs and demand, see chapter on Housing.

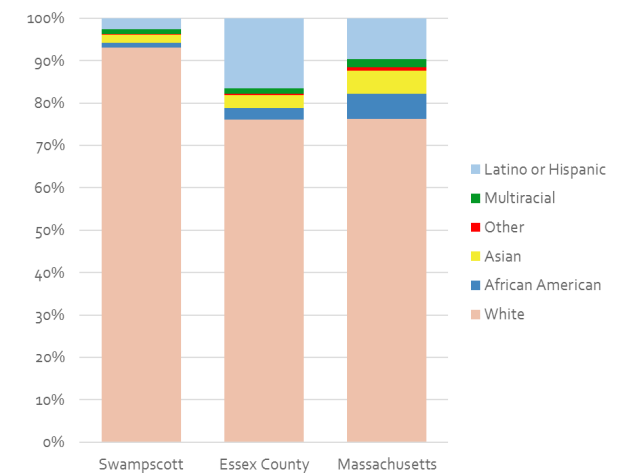
### School Population

Swampscott's public schools enrolled a total of 2,293 students for the 2013-2014 school year. Between 2006 and 2009, the town's school enrollment dropped approximately 8%, but has recovered slightly at an average of 0.4% annually over the past 5 years. The number of students from low-income households enrolled have been increasing and stood at 15.4% in the 2013-2014 academic year.

### Racial Composition

Although Swampscott's current racial and ethnic composition is less diverse than the county and state overall, its population has become more diverse over the past decade. The Town's non-white population has increased from 4.1% to 7%. Growth occurred primarily in Hispanic/Latino, African-American, and Asian populations, accounting for 5.6% of the total, which is

**Figure 4: Race and Hispanic/Latino Ethnicity**



Source: U.S. Census 2010

more than double from 2.6% in 2010.

### Income Profile

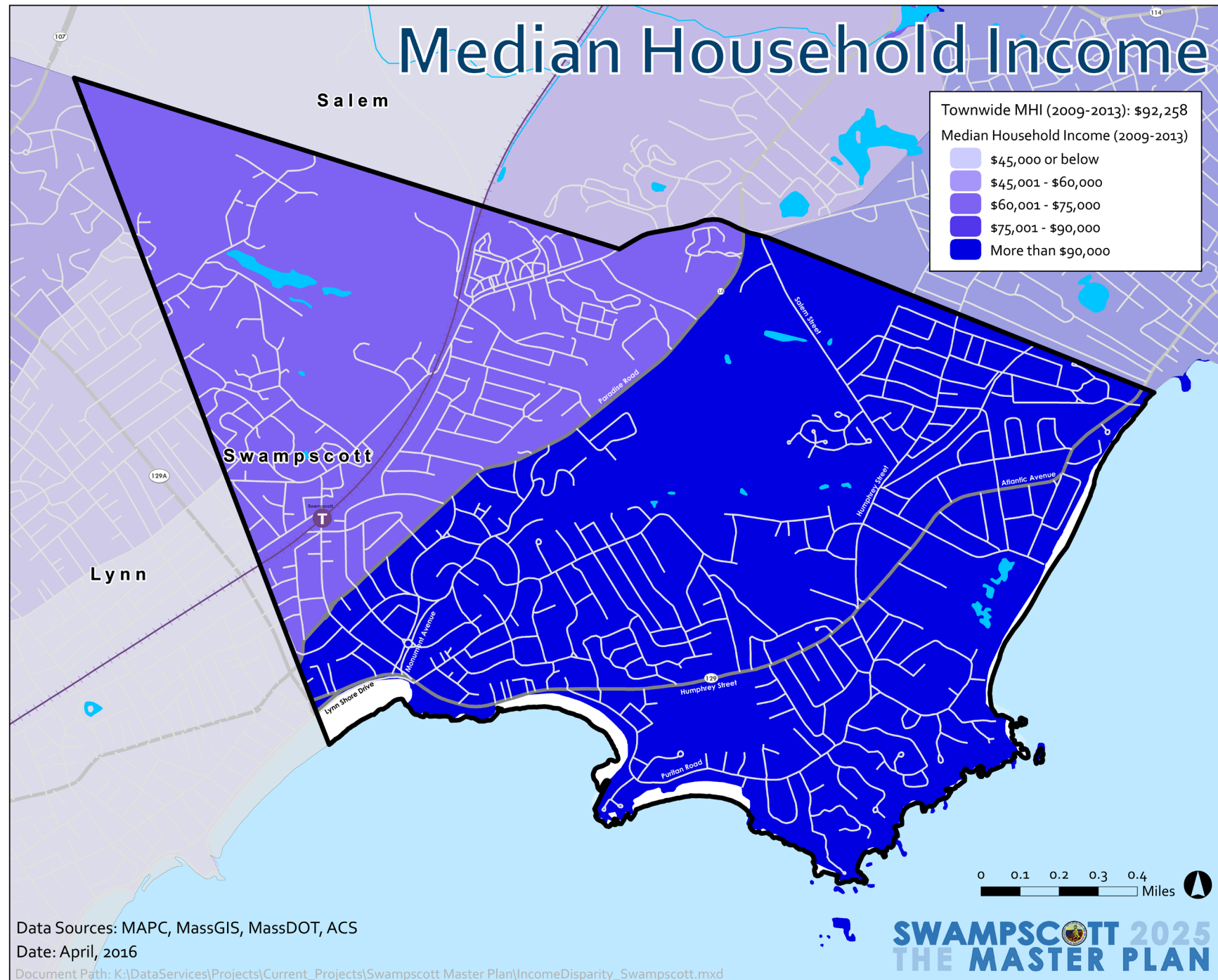
Swampscott's annual median household income is \$92,258, higher than households in Essex County (\$67,311) and Massachusetts (\$66,866).

The town's median family income is \$113,456, which is among the top 20% of communities in the state.

Nearly half (45%) of Swampscott's households earn incomes of \$100,000 or more, compared to a third in the same income bracket in Essex County and Massachusetts. Meanwhile, close to a fifth (18.5%) of the town's households have incomes below \$35,000, and 4.8% of the total population are living in poverty. Although incomes are high overall, there are

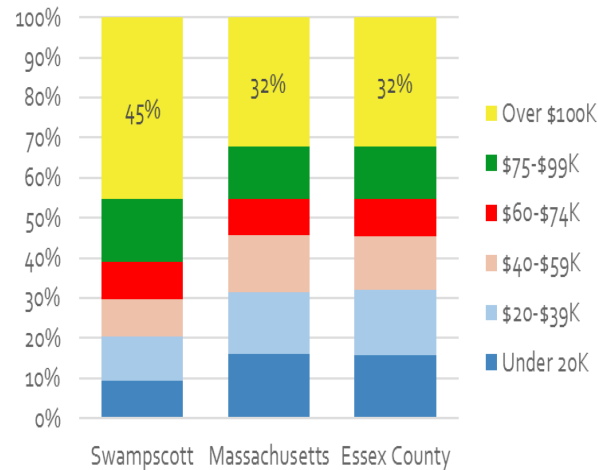


Map 2: Swampscott Median Household Income



differences by geographic area. In general, the highest incomes are found in areas closest to the waterfront and Marblehead, and in the Olmsted Historic District. Lower incomes are found in the far northwestern area of town, much of which is separated from the rest of Swampscott by the MBTA commuter rail tracks – there are only two road crossings connecting the area to the rest of Swampscott. And the lowest incomes are found in and around Vinnin Square. This is likely due to more single person and senior

**Figure 5: Household Income, Swampscott vs. Essex County and the State**



Source: ACS 2009 - 2013 Estimates

households living in the larger multifamily developments in the area.

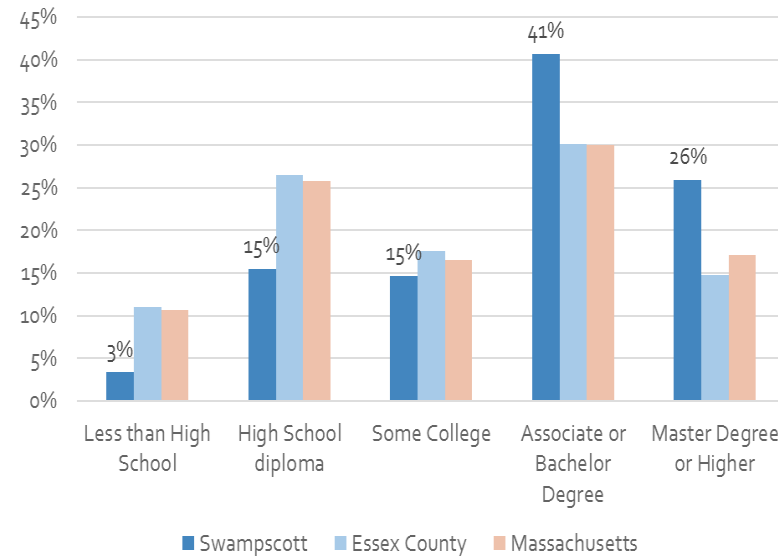
## Educational Attainment

Swampscott's higher incomes are reflected in the educational attainment of its residents. Two-thirds (66%) of Swampscott's

adult population over the age of 25 have a bachelor's or advanced degree, higher than both Essex County and the state.

As shown in Figure 6 below, very few people in Swampscott do not hold a high school diploma.

**Figure 6: Educational Attainment**



Source: ACS 2009 - 2013 Estimates

## How do we compare?

- Swampscott's population has generally declined since 1980 while Essex County's population grew at an average of 5.5% during the same period.
- The number of households declined slightly over the past decade while growth was observed in both Essex County and Massachusetts.

Compared to Essex County, Swampscott has:

- Slightly smaller households
- A larger population of adults and seniors
- More family households
- An older median age
- A median household income that is a third more than the county and the state
- A higher level of educational attainment for adults over the age of 25



## 2. HISTORIC AND CULTURAL RESOURCES

### Snapshot

#### *Early History*

- Original inhabitants were the Naumkeag tribe.
- English settlers arrived in 1629.
- Fishing was original industry. Lobster trap and Swampscott Dory invented here.
- Manufacturing – shoe manufacturing in 1800s.
- Railroad made Swampscott a destination in late 1800s/early 1900s, first as a summer resort destination, later as a residential destination.

#### *Four Local Historic Districts*

- Frederick Law Olmsted Local Historic District
- Swampscott Cemetery and Andrews Chapel Local Historic District
- Swampscott Fish House Local Historic District
- Swampscott Railroad Depot Local Historic District

#### *Selection of Sites of Historical or Cultural Significance*

- Sir John Humphrey House
- Mary Baker Eddy House
- Elihu Thomson House
- Monument Square
- Blythswood Estate
- Heritage Landscapes (Swampscott beaches, parks, etc.)

#### *Historic Preservation and Cultural Organizations*

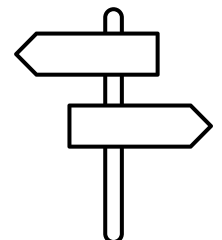
- Historical Commission
- Historic District Commission
- Swampscott Historical Society
- Andrews Chapel Restoration Committee
- Cultural Council
- Municipal Design Committee
- Open Space and Recreation Plan Committee
- Essex National Heritage Commission

#### *Preservation Resources*

- Massachusetts Historical Commission (MHC Preservation Planning Division)
- National Trust for Historic Preservation
- Demolition Delay Bylaw (Swampscott has adopted as a general bylaw)

### Key Findings

- Swampscott's history is heavily influenced by its maritime past, especially in the fishing industry. The lobster trap and lobster dory were both invented in Swampscott.
- The unique character of Swampscott's residential neighborhoods is largely attributed to Frederick Law Olmsted
- There are four Local Historic Districts in Swampscott.
- The town is rich in historic structures, such as the Fish House, Swampscott Railroad Depot, and the Elihu Thomson House that continue to define the town's image.



## Existing Conditions

### *Swampscott's development, economy, and population through history*

#### History of Inhabitants

Swampscott, like many other communities in Essex County, was settled by the Naumkeag Native American tribe. Today, while there are no known Naumkeag archaeological sites or artifacts in Swampscott<sup>1</sup>, some of Swampscott's major land and water transportation routes date back to these early residents. The roads known today as Essex Street and Humphrey Street were originally Naumkeag trails.<sup>2</sup> In "pre-Colonial times," Swampscott was "the domain of Sachem Poquanum" who was also known as "Black Will and Duke William."<sup>3</sup> Sachem Poquanum's village was originally about 1,400 acres from the areas now known as Stacey Brook, located just west of Black Will's Cliff to Hawthorne Brook near the Marblehead line from the coast to Essex Street.<sup>4</sup>

The Naumkeag population had dwindled significantly due to plague epidemics by the time the first European settlers arrived in the 17th century. An early settler of Swampscott, Francis Ingalls, noted wigwams along the coast in 1629.

English settlers arrived from Salem, then known as Naumkeag (named after the local tribe) in 1629.<sup>5</sup> Sachem Poquanum's village

was eventually granted to John Humphrey, the first Deputy Governor of Massachusetts Bay Colony, in 1638.<sup>6</sup> This land transfer and the village itself became known as the Humphrey Grant. During this early Colonial period, Swampscott was part of Lynn.

By 1775, it is estimated that 150-200 individuals may have lived in Swampscott. Many town landmarks and streets are named after Swampscott's colonial residents, such as "Kings, Phillips, and Blaneys" (Dempsey, 7). Humphrey Street was a major thoroughfare at the time, and "on July 5, 1659, was officially laid out, as a public highway, probably the first in the Colonies."<sup>7</sup>

Swampscott separated from Lynn and incorporated as a Town in 1852. At that time, about 653 acres were added in addition to the 1,400 acres of the Humphrey Grant, bringing Swampscott to its present day size of 1,951 acres.

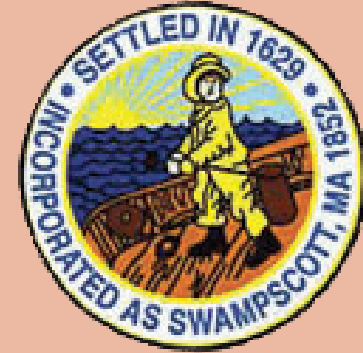
#### History of Industry

Fishing, agriculture, and manufacturing were the primary industries during the 1600s. Fishing was Swampscott's first industry, and continued to be the primary industry following the Revolutionary War. Many innovations in this fishing and seafood processing hail from Swampscott.

At the end of the 18th century, Ebenezer Phillips industrialized the Naumkeag's dry fish technique by establishing a processing

#### *Swampscott Town Seal*

The aft deck of Dove, with Captain James Phillips at the tiller, is depicted in Swampscott's present-day Town Seal, as designed by Civil War hero and Swampscott summer resident Charles W. Reed in 1881.



center for drying cod and shipping it worldwide in barrels. Fishermen used dories until several residents purchased the Dove, Swampscott's first schooner in 1795. The local fleet grew to include six Chebacco boats, locally called jiggers, by 1826. These were used to catch cod, haddock, pollock, hake, and mackerel. The fleet continued to grow and by 1855 consisted of 39 schooners. Lobstering began in Swampscott in 1808, when the lobster trap was invented by Ebenezer Thorndike.

The Swampscott Dory, a modification of earlier fishing boat designs that is still used for fishing today, was invented in 1840 by Theophilus Brackett.<sup>8</sup>



Shoe manufacturing was also a significant industry in the 1800s, however, a brick kiln and a tannery was in operation in the early 1630s. Agriculture followed with around 29 farms located in Swampscott by 1865. Other mid-19th century industries in Swampscott included tinware manufacturing, boat building, basket making, and house building.

### ***Thorndike-Style Lobster Trap***



*Credit: Downeast Nautical Salvage*

### ***A Swampscott Dory***



*Credit: Modeller's Workshop*

Construction of the Eastern Railroad from East Boston to Salem, connecting through Swampscott, was completed in 1838. The railroad transformed Swampscott, and by the mid-19th century the town grew as a summer resort community.

Boston restaurant proprietor William Fenno purchased land to build Ocean House, "the first summer hotel on the mainland of the North Shore" in 1835.

Following construction of the railroad, he leased Ocean House and built a second hotel nearby called Fenno Cottage (Dempsey

13). Swampscott and nearby Nahant were among "the first summer resort destinations for wealthy city-dwellers" in the country, allowing Swampscott to "flourish early in its history."<sup>9</sup>

The original train depot built around 1840 no longer exists; it was quickly deemed insufficient and the present Swampscott Railroad Depot was built in 1868. Development of the railroad was coupled with roadway improvements and development of a streetcar railway system from Lynn along Humphrey Street in the late 19th century. Swampscott's population,

### ***Postcard: 'Aerial View - New Ocean House and Puritan Hall, Swampscott, Mass.'***



*Credit: Digital Commonwealth*



fueled by improved transportation options and people moving away from the nuisances of 19th century urban life in Boston, grew from 243 residents counted as part of Lynn's Ward 1 in 1826 to 1,335 residents in 1855.

Residential development planning in Swampscott, dating to the late 19th century, is part of what makes it unique and contributes to its historic character. After E. Redington Mudge passed away in the 1880s, the Swampscott Land Trust hired "the pioneer of American landscape architecture," Frederick Law Olmsted Sr., to redevelop the 130-acre Mudge estate called Elmwood into a residential neighborhood. Olmsted's projects, including this Swampscott neighborhood, influenced residential neighborhood design for over a century to follow.<sup>10</sup>

In 1913, Humphrey Street had become so congested that the Town voted to widen it to seventy feet, which allowed the street to maintain its importance as a hub for the community and helped it to thrive for many years following this investment.<sup>11</sup>

Swampscott continued to grow, as Irish, Canadian, and Italian immigrants moved to the town to work in the shoe industry. By 1915, the town had grown to 7,345 residents. Over time, Swampscott's character and economy changed from its previous identity as a summer resort community to a year-round residential community. By the end of the 20th century, Swampscott's population was 13,560.

Over the years, Swampscott has maintained some of its maritime economy, taking advantage of its coastline and harbor. The Fish House on Humphrey Street still serves fishermen today. Additionally, its beaches serve as a recreational and scenic amenity for the community.

#### [Historic and Cultural Sites and Districts](#)

The Olmsted District, the beautiful beaches, a National Historic Landmark, the birthplace of a religion, the only municipal fish house in continuous operation on the east coast – all are historic attributes unique to Swampscott.

***The Mudge-Erickson House in the Olmsted Historic District; The house was demolished between 1954-1955***



*Credit: Historic New England*

#### ***94 Elmwood Road at the corner of Monument Avenue***



*Credit: NOBLE Digital Heritage*

Swampscott has numerous resources listed in the **National Register of Historic Places**: Sir John Humphrey House, 20 acres of the Swampscott Cemetery including Andrews Chapel, Swampscott Railroad Depot, Olmsted Subdivision National Historic District, Elihu Thomson House, and Swampscott Fish House. Listing in the National Register does not protect a historic place from modification or demolition, but it does add official Federal recognition of local historic resources and increases the potential for preservation of these resources using other means.<sup>12</sup>

Few structures from the colonial period still exist in Swampscott. The Sir John Humphrey House now located at 99 Paradise Road is the best known example. This home began as a single-cell house, constructed in 1637, with additions over the next century. The home was moved from Elmwood Road to its present location on Paradise Road in the Olmsted District in 1891. Humphrey House was added to the National Register of Historic Places in 1990 and is currently managed as a house museum by the **Swampscott Historical Society**.

Shortly after the town's incorporation, the Swampscott Cemetery was "consecrated on September 16, 1854, as one of the first acts of the new community when it separated from the City of Lynn."<sup>13</sup> The three oldest sections, developed in the mid-1800s, 1880-1910s, and in the 1920s, in total encompassing 20 acres, were listed in the National Register in 2013. These sections were designed using a "rural cemetery"

### *Humphrey House at its original location*



*Credit: Modeller's Workshop*

landscape design, a 19th century trend to design cemeteries with a park-like landscape at the outskirts of more developed areas, thus serving the public as a peaceful oasis and place for passive recreation. The fourth section, developed in the 1960s, does not have this rural cemetery design and was therefore not included in the National Register listing.

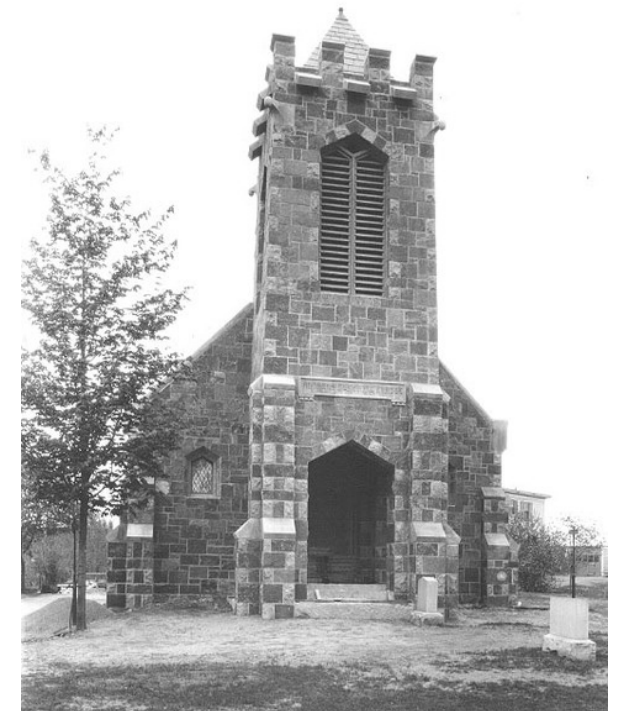
Included in the 1880s-1910s section of the cemetery is Andrews Chapel, the 1924 Late Gothic building designed by Charles Vernon Burgess.<sup>14</sup> Andrews Chapel has recently undergone masonry repairs conducted by the Department of Public Works with Town funding.

Efforts to continue restoration work have been bolstered by a private group, the Andrews Chapel Restoration Committee, which maintains the Andrews Chapel Restoration Fund through the Essex County Community Foundation.<sup>15</sup> In 2014, the older sections of the cemetery and Andrews Chapel were offered greater local protection

when they were designated as the Swampscott Cemetery and Andrews Chapel Local Historic District.

The Stick Style Swampscott Railroad Depot built in 1868 is owned by the Massachusetts Bay Transit Authority (MBTA) and is currently not in use, though hundreds of commuters pass by it on their way to and from the commuter rail. It was added to the National Register of Historic Places in 1998 and as of 2014, the building and its surroundings have also been designated as the Swampscott Railroad Depot Local Historic District.

### *Andrews Memorial Chapel*



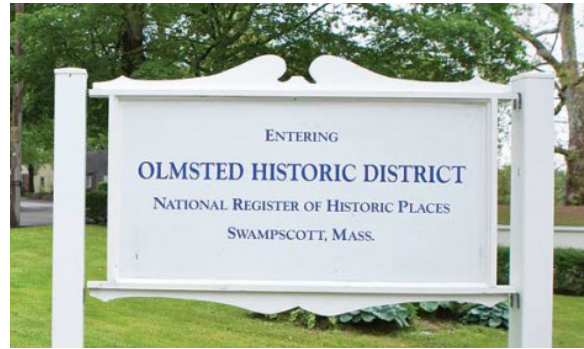
*Credit: NOBLE Digital Heritage*



The Olmsted National Historic District was listed on the National Register for Historic Places in 2002 with over 600 individual resources identified. It was designed by the "Father of Landscape Architecture" Frederick Law Olmsted Sr. in the 1880s. In 2014 it was also designated as the Frederick Law Olmsted Local Historic District, which allows a greater level of protection to the historic resources within the district.<sup>16</sup>

The Elihu Thomson House, which today serves as the Town Administration Building/ Swampscott Town Hall, was designated a National Historic Landmark in 1976 and was concurrently listed in the National Register of Historic Places. National Historic Landmark designation is bestowed upon nationally significant historic places because

### ***Swampscott Historic District Sign***



*Credit: MAPC*

they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. As of 2015, only about 2,500 places have this distinction in the entire country.<sup>17</sup> In addition to these national honors, the Elihu Thomson House is protected by preservation restriction under MGL Ch 184 Sec. 31-33. Built in 1889,

it was the home of inventor Elihu Thomson, known for co-founding General Electric with Thomas Edison.<sup>18</sup>

The Swampscott Fish House was built 1897 to offer fisherman leasable units in a single building, which replaced the numerous small fishing shanties previously dotting the Swampscott coastline. Located at 425 Humphrey Street where Humphrey Street and Puritan Road converge, it is a Shingle Style building with Colonial Revival features designed by Henry W. Rogers. The Town Pier extends from the Fish House.

Today, the building is still used by fishermen, making it the only municipal fish house in continuous operation on the east coast. It is also home to the Swampscott Yacht Club and the office of the Town's Harbormaster.

### ***Swampscott Railroad Depot***



*Credit: MAPC*

### ***The Elihu Thomson House / Swampscott Town Hall***



*Credit: MAPC*

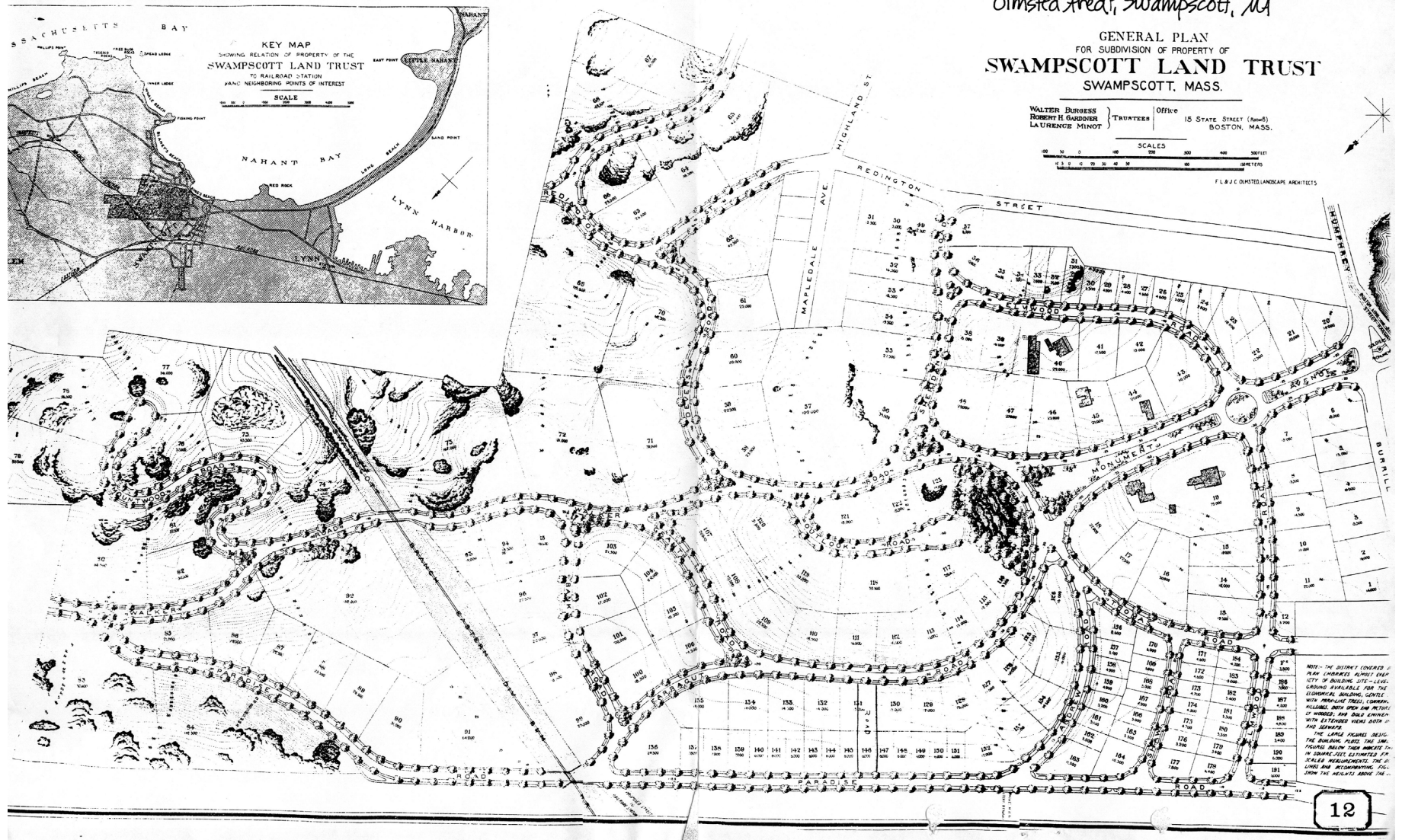
### ***Swampscott Fish House***



*Credit: MAPC*



# Olmsted Subdivision Plan



Credit: Town of Swampscott

The Swampscott Fish House was listed in the National Register of Historic Places in 1985 and the building and its surroundings were designated as the Swampscott Fish House Local Historic District in 2014.

In addition to sites listed in the National Register of Historic Places buildings and local historic districts, Swampscott has additional historic places that contribute to its story as a town.

Swampscott's beaches and their adjoining parks are essential to its coastal identity and history. These were among the Priority Heritage Landscapes called out in the 2006 *Swampscott Reconnaissance Report* as part of the **Massachusetts Heritage Landscape** Inventory program.

From the town line with Lynn to the Humphrey Street corridor, these resources include King's Beach, Driscoll Park, Black Will's Cliff, and a small park owned by St. John the Evangelist Church. Moving eastward, Blaney Beach and Reservation includes Fisherman's Beach, the Swampscott Fish House and Town Pier, and Chaisson Park.

Chaisson Park features memorials including a **War of 1812 cannon**, an **aviation sculpture**, and the **Seamen's Memorial**. Fisherman's Beach is "known for its association with 19th century painters." From Lincoln House Point to Galloupes Point is Whales Beach, which includes Polisson Park, and an area known as New

Ocean House and Eiseman's beaches and the adjoining Johnson Park. From Little's Point to the town line with Marblehead is Phillips' Beach, which features a private beach club, Preston Beach, and Beach Bluff Park. A group formed by Swampscott and Marblehead residents called the Clifton Improvement Association designed and organized improvements at Beach Bluff Park. Also near Phillips' Beach is Palmer Pond, a wildlife sanctuary area highlighted

### ***Fisherman's Beach***



*Credit: Historic New England*

### ***King's Beach***



*Credit: NOBLE Digital Heritage*

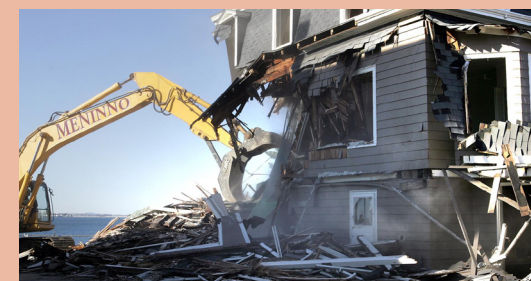
### ***Demolition Delay Bylaw***

Swampscott's demolition delay bylaw is one strategy currently used to encourage the preservation of historic assets outside of Local Historic Districts. The bylaw requires that structures 75 years or older to be reviewed for historical or architectural significance prior to receiving a demolition permit. It can delay demolition for up to 9 months.

However, like similar ordinances in other communities, the bylaw does not ensure that a structure will ultimately not be demolished. It can only delay the process. The idea behind such bylaws is to add time to the development process, either to dissuade developers or property owners from redeveloping a property, encourage them to preserve, or to provide time to identify other alternatives to prevent the demolition.

Additional protections, such as preservation restrictions, additional research to identify properties at risk and raise awareness about properties with historic value, and revisions to the demolition delay bylaw could all be strategies to preserve properties in the future.

### ***Demolition of Cap'n Jack's***



*Credit: Wicked Local*



for its scenic qualities. The town's beaches and parks, as well as other non-coastal scenic areas in Swampscott, are further detailed in the Open Space chapter of this document.

**Monument Square** is where Humphrey Street, Monument Avenue, and Burrill Street meet. The square includes a **30-foot granite obelisk** dedicated in 1883 as a Civil War memorial. Adjacent to Monument Square on Monument Avenue is **Monument Mall** and a green expanse which includes the lawn of Town Hall on one side of Monument Avenue and Linscott Park on the other. This boulevard serves as the gateway to the Olmsted District. Monument Square also serves as the gateway to the commercial corridor along Humphrey Street.<sup>19</sup>

**Humphrey Street Commercial Corridor** follows the coastline and is among the first areas developed in Swampscott. It is known as the town center, with civic, retail, and office buildings, monuments, and views of Swampscott's beaches. Near the beginning of Humphrey Street adjacent to the waterfront and near Monument Square, is a small seating area which includes the **Thomas H. Driscoll Memorial Flagpole**, a relatively recent contribution to the amenities of the area.<sup>20</sup>

During the town's heyday as a resort destination, Humphrey Street was where many summer homes and hotels were located. Following the demolition of several 19th century properties, the Historical

### *Historic Monument Square*



*Credit: Greener Pasture*

### *Monument Square*



*Credit: MAPC*

### *Chaisson Park and Fisherman's Beach*



*Credit: MAPC*

Commission proposed the creation of a Local Historic District Study Committee, which the Board of Selectmen approved and appointed in April 2012. In 2014, the Historic District Commission was formed and four local historic districts were designated along with creation of the commission. Humphrey Street was not among the four districts.

In 2015, the Town adopted a Humphrey Street Overlay District zoning bylaw, which is designed to revitalize this district still key to the town's history. In late 2015, the Swampscott Historical Commission hired a historic preservation consultant to conduct a detailed survey of properties along Humphrey Street.

Humphrey Street also once had a streetcar system. The Forty Steps pathway connecting Ingalls Terrace and Rockland Street, is today technically fifty-seven concrete steps with eight landings. Originally, these steps were made of iron and built in the early 20th century as a cut through for commuters on their way to and from the Humphrey Street streetcar system.<sup>22</sup>

The Classical Revival Style mansion White Court, located at 35 Little's Point Road, was built by architect Arthur Little of Little & Browne in 1895 for Frederick E. Smith. In 1925, this property, which includes six acres along the ocean, was the summer home of President Calvin Coolidge. Until the summer of 2015, this property was owned by the Sisters of Mercy for use as Marian Court



College. The college shut down in June 2015 and the property is for sale as of May 2015. Next to White Court is Blythswood, the only summer estate in Swampscott that remains essentially intact and in its original use as a residence. The owner of Blythswood has an agreement with the Town to develop a public use plan for a conservation easement that the Town holds on the property.<sup>23</sup>

The Mary Baker Eddy House at 23 Paradise Road is currently owned and maintained as part of the Longyear Museum's historic house museum collection. In 1865-1866, Mary Patterson – the future Mary Baker Eddy – lived in this home. Throughout her early life, she was in poor health, and in 1866 she suffered a debilitating fall on the ice. While recovering in her Swampscott home, she one day had a moment of “profound spiritual insight” and “found herself suddenly able to get up from the cot and cross the room unaided.” This moment

### ***Hawthorne by the Sea / Anthony's Pier 4 Restaurant***



Credit: MAPC

was a turning point in her health as well as her spirituality and she considered her Swampscott home as “the birthplace of Christian Science.”<sup>24</sup>

Two Swampscott schools have also been highlighted by the Swampscott Historical Commission for their historic qualities: the Machon School and the Phillips/Greenwood Avenue School. The Machon School, located at 35 Burpee Road, was built in

### ***Forty Steps looking down toward Ingalls Terrace***



Credit: Richard Smith

1921 with a major addition in 1963. It has been vacant since 2007 and the Town is currently considering reuse options for the building. The Greenwood Avenue School, at 71 Greenwood Avenue, was built on land donated to the Town by the Phillips family in the late 19th century. This property boasts excellent views of the town and the ocean, but it has been closed since 2007 and has significantly deteriorated. The Town is also exploring options for this property. These properties are discussed in more detail in the Public Facilities and Services chapter.

### ***Historic and Cultural Preservation Organizations***

There are numerous organizations concerned with the preservation and promotion of Swampscott's historic and cultural assets. These municipal boards and committees, which are the Historical

### ***Interior of White Court, summer residence of President Calvin Coolidge***



Credit: Historic New England

Commission, Historic District Commission, Cultural Council, Municipal Design Committee, Andrews Chapel Restoration Committee, and Open Space and Recreation Plan Committee, each have an official capacity to care for and advocate for the places and qualities that make Swampscott unique. There are also private organizations that complement municipal efforts such as the Swampscott Historical Society and Essex National Heritage Commission.

### Historical Commission

Swampscott's Historical Commission consists of seven members and two associate members. Members serve three year terms. The Historical Commission administers the Town's demolition delay bylaw, Article IX, Section 4, "The Preservation of Historically Significant Buildings" as enacted in 2004. This bylaw requires that structures 75 years of age or older must be reviewed for historical or

architectural significance prior to issuance of a demolition permit. If a building is recommended as "structure preferably preserved" by the Historical Commission, a demolition permit cannot be issued for nine months following the Commission's determination. This demolition delay period is intended to allow for preservation opportunities and funding to be explored. Recent demolitions have increased interest in historic preservation in the town and have raised awareness of the limitations of the demolition delay bylaw.

In addition to administering the demolition delay bylaw, the Historical Commission recommends properties for listing in the National Register of Historic Places, conducts Annual Preservation and Restoration Awards, and provides resources and education for Swampscott's preservation.

### Historic District Commission

Swampscott's Historic District Commission consists of five members and two alternate members each for three year appointments. The Director of Community Development serves as the staff liaison for the Historic District Commission. The Historic District Commission was established at the May 2014 Annual Town Meeting. The four local historic districts in Swampscott that this commission oversees are:

- Frederick Law Olmsted Local Historic District

- Swampscott Fish House Local Historic District
- Swampscott Railroad Depot Local Historic District
- Swampscott Cemetery and Andrews Chapel Local Historic District

The Local Historic District Bylaw, adopted at the May 2014 Annual Town Meeting, is now part of the town's General Bylaws.<sup>25</sup>

The intent of the Historic District Commission is to consider the impact of changes and additions to the district, whether by new construction or renovation, on the character and historic value of the district. It is not intended to prevent change, but rather, to ensure that change is considered carefully in areas of historical significance to the town. Studies by the National Trust for Historic Preservation and experiences of realtors have demonstrated that historic districts tend to protect property values from declining and in many cases, increase property values.<sup>26</sup>

Property owners in Swampscott historic districts are required to file an application for work or building with the Historic District Commission if they are considering any changes to their property's exterior that would be "visible from a public way." While some activities are exempt from the Local Historic Districts Bylaw, an application must still be filed regardless of possible exemption. These applications are available on the Town website and at the Building Department's office in Town Hall. They

### ***Mary Baker Eddy House***



*Credit: Longyear Museum*

should be filed 60 to 90 days prior to the planned start of a project.<sup>27</sup> The Historic District Commission welcomes prospective applicants to attend a meeting prior to submission, to receive guidance and have questions answered.

### Cultural Council

The Swampscott Cultural Council has seven members and a Selectmen liaison.<sup>28</sup> According to information on the Local Cultural Council section of the Massachusetts Cultural Council website, the Swampscott Cultural Council “seeks to enhance the quality of life for Swampscott residents by promoting and funding community cultural activities.” The Swampscott Cultural Council receives funding from the Massachusetts Cultural Council, which it then awards as smaller grants to individuals and organizations in Swampscott. Massachusetts Cultural Council intends for these grants to help fund “the arts, humanities, and interpretive sciences” with activities that “serve to add vibrancy to the town, introduce a cross-section of cultural events, enrich community life, and connect citizens of different ages and generations.”

The Swampscott Cultural Council disperses small grants of \$200-\$500, targeting a diverse range of projects. The Swampscott Cultural Council recently conducted a community survey, which helped it to identify the following priorities for funding:

- 1) art education and programs both within

and outside of the schools, 2) public events and community building events, 3) projects led by local artists, and 4) support for community arts and cultural organizations.<sup>29</sup>

Recipients of the grant program in Fiscal Year 2015 went to individual artists, theater groups, dance groups, an orchestra, a public school, the library, and the Recreation Department.

### Municipal Design Committee

The Municipal Design Committee advises the Board of Selectmen and School Committee on the design of the town’s “public spaces, streetscapes, grounds, buildings, and graphics.”<sup>30</sup> The committee has five members, which include two appointed by the Board of Selectmen, two from the School Committee, and a fifth member from one of these two boards, with the appointment responsibility for that fifth position switching annually. The Director of Community Development, Public Works Director, and Facilities Director serve as ex-officio members, and the Selectmen also have a liaison from their board. This Committee was established in June 2012. It meets roughly once per month.

Currently, the Municipal Design Committee is working on a Beach Marker and Entrance Project. This project will improve the entrances for King’s Beach, Fisherman’s Beach, Whales Beach, New Ocean House and Eiseman’s Beaches, Phillips’ Beach, and Preston Beach. The improvements include

## ***Local Historic Districts***

Unlike districts designated on the National Register of Historic Places, a Local Historic District provides protections to preserve areas of historic importance. As detailed in Chapter 40C of the Massachusetts General Laws, local historic districts have three purposes:

- 1) To preserve and protect the distinctive characteristics of the buildings and places significant to the history of the Commonwealth’s cities and towns.
- 2) To maintain and improve the settings of those buildings and places.
- 3) To encourage compatibility with existing buildings when new buildings are planned within the district.

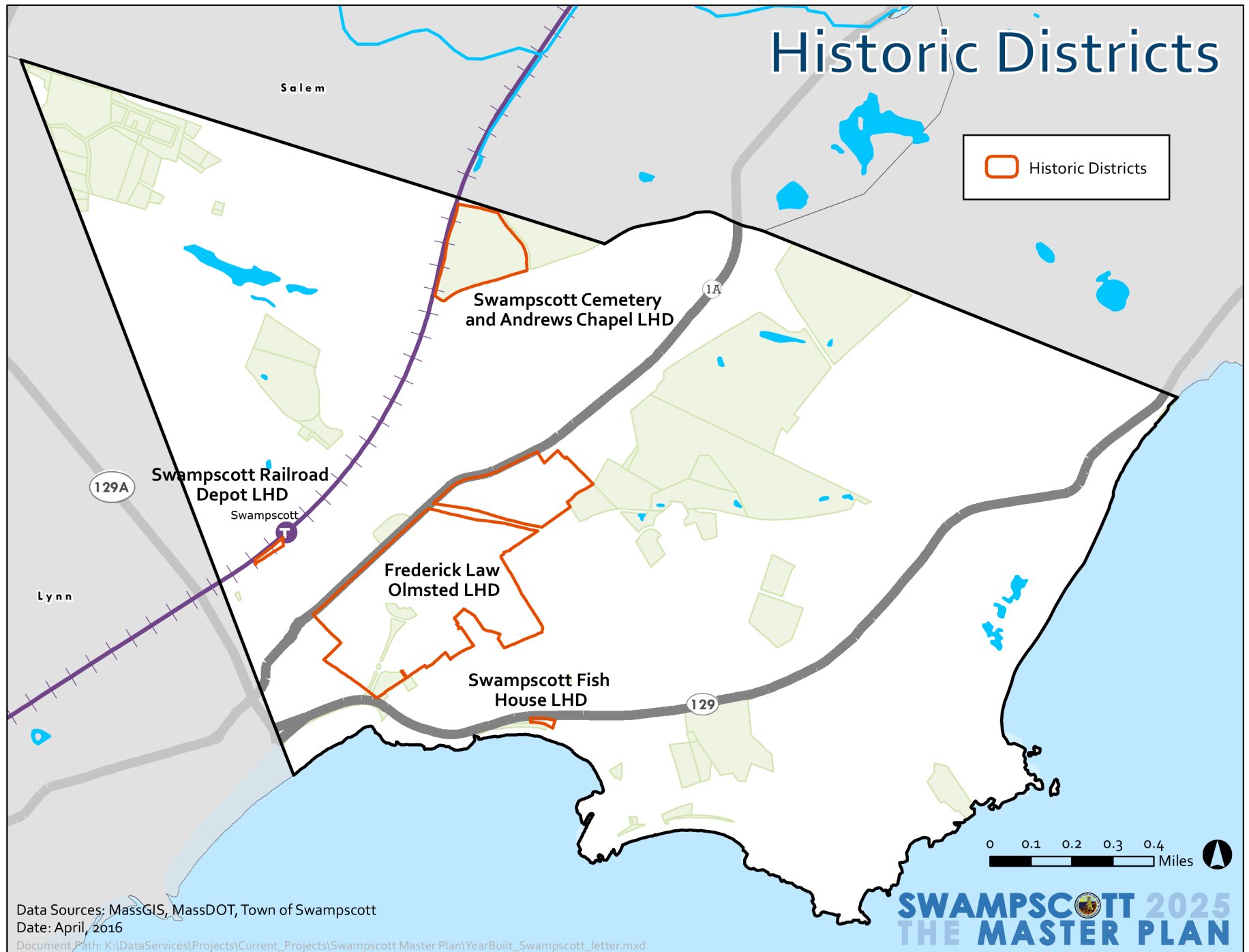
Additionally, municipalities have more regulatory control over Local Historic Districts, as they can draft their own bylaws under the Ch. 40C statute.

For more information, visit the Massachusetts Historical Commission website at [www.sec.state.ma.us/mhc](http://www.sec.state.ma.us/mhc).

stone markers with the name of the beach, plantings, and surface treatments such as permeable paving or sand. Stone markers are planned to be installed in the summer of 2016, and additional improvements to the entrances will follow.



Map 3: Swampscott Local Historic Districts





### [Open Space and Recreation Plan Committee](#)

The Open Space and Recreation Plan Committee convened in May 2012 and met monthly during development of the Town of Swampscott Open Space and Recreation Plan 2013-2020, which was approved by the State in December 2013. Since then, the Committee's role has transitioned from plan development to plan implementation. The committee continues to meet roughly every month and also maintains a blog. There are seven committee members, the Director of Community Development, the Planning Board Chair, and Recreation Director serve as Ex-Officio members, and there is a Board of Selectmen Liaison.<sup>31</sup>

The Open Space and Recreation Plan findings and recommendations are covered in greater detail in the Open Space chapter of this document, but is also mentioned here because historic, cultural, and scenic resources in the town are a significant component of the plan.

### [Swampscott Historical Society](#)

According to "The Swampscott Historical Society, Inc." Facebook page, the Swampscott Historical Society "preserves the Sir John Humphrey House, shares local history and maintains an archive" of photos and artifacts.<sup>32</sup> The Swampscott Historical Society is a private organization. The group maintains the Facebook page as a community resource, with relatively frequent posts about Swampscott history as well as local events of interest.

### [Andrews Chapel Restoration Committee](#)

The Andrews Chapel Restoration Committee is a volunteer group that has increased local interest in revitalizing Andrews Chapel and has created the Andrews Chapel Restoration Fund to raise money for restoring the chapel. The Fund is maintained by the Essex County Community Foundation.

### [Essex National Heritage Commission](#)

The Essex National Heritage Area is managed by the Essex National Heritage Commission, a nonprofit organization with a mission to "preserve and enhance the historic, cultural and natural resources of Essex County." They have a number of initiatives to support local resources and maintain visitor information on their website. Many of Swampscott's beaches, historic buildings, and other visitor attractions such as art galleries and restaurants, are featured along the Essex Coastal Scenic Byway.<sup>33</sup>

### ***Tools and Resources***

Local and regional organizations have a variety of tools and resources available, both from public and private sources, that can help catalogue the town's historic and cultural assets, help to raise awareness, ensure preservation, and fund restoration and improvements.

### [Massachusetts Historical Commission](#)

Massachusetts Historical Commission (MHC) is the state agency charged with identifying, evaluating, and protecting "important historical and archaeological assets of the Commonwealth."<sup>34</sup> MHC offers municipalities planning assistance, technical services, and grants. The MHC Preservation Planning Division of MHC works with Local Historical Commissions and Local Historic Districts, evaluates local nominations for the National Register of Historic Places, and oversees the State Register of Historic Places.

The National Register of Historic Places, as already mentioned, gives national recognition to local sites. Additionally, the State Register of Historic Places includes all National Register of Historic Places listings, properties within local historic districts, local, state, and national landmarks, and properties with a MGL Chapter 184 Sections 31-33 preservation restriction. National Register and State Register listings do not on their own ensure preservation, but can help to raise awareness of historic value and open up funding opportunities for acquisition and rehabilitation of historic properties.

The MHC Grants Division offers the Survey and Planning Grant Program and the Massachusetts Preservation Projects Fund. As mentioned earlier, Swampscott Historical Commission recently received an MHC Survey and Planning Grant.

Preservation restrictions must be approved by MHC and filed with the State Registry of Deeds in order to comply with MGL Chapter 184 Sections 31-33. Preservation restrictions are the strongest protection available to historic properties in Massachusetts and could make certain funds available, such as using Community Preservation Act funding to acquire historic properties.

The MHC Technical Services Division oversees Historic Preservation Certification, which makes properties eligible for federal tax credits, and Environmental Review and Public Planning which coordinates with federal, state, and local agencies to review the potential impacts of proposed development projects on historic properties. The MHC also administers the Massachusetts Historic Rehabilitation Tax Credit program.

MHC has an “On the Road” program to assist communities. The MHC Director of Local Government Programs can visit communities to problem solve local preservation challenges and provide support to local Historical Commissions and Historic District Commissions.

MHC conducts research, offers useful information to communities on the benefits of preservation, and has developed a statewide historic preservation plan.<sup>35</sup> Its database, the Massachusetts Cultural Resource Information System, or MACRIS, includes areas, buildings, burial grounds, objects, and structures with historical

significance in the state. Many of these are listed in its online database.<sup>36</sup> As of June 2015, there were 1,470 resources listed for Swampscott dating from 1700 to 2007. To recognize excellence in preservation across the state, MHC also offers annual Massachusetts Preservation Awards. 2015 was the 37th year of this program.

#### [Reconnaissance Surveys, Inventories, and Preservation Planning for Swampscott](#)

In 1985, MHC published a Reconnaissance Survey Town Report for Swampscott, which is available online.<sup>37</sup> More recently, in 2004-2005 the Massachusetts Department of Conservation and Recreation (DCR) and Essex National Heritage Commission worked with the Swampscott Historical Commission and a “Local Heritage Landscape Committee” convened for this purpose, to develop the Swampscott Reconnaissance Report as part of the Essex County Landscape Inventory for the Massachusetts Heritage Landscape Inventory Program.

Prior to the 2015 MHC Survey and Planning Grant that the Swampscott Historical Commission obtained, the Commission received another grant for this purpose in 1993. The 1993 report inventories Swampscott’s historic resources and is complemented by a narrative history of the town. Both the report to MHC and the Narrative History are available on the Swampscott Historical Commission’s webpage.<sup>38</sup>

Additional resources for obtaining historical and cultural information about Swampscott include the Public Library and the Town’s website. The Swampscott Public Library maintains information about local history both online and in the library. The library website’s Local History page<sup>39</sup> includes many links to historic photographs and narratives about Swampscott’s history. Additionally, the Town website has information on the town’s history, museums and historic houses, local preservation resources, and many of the boards and committees mentioned here.

Previous plans for Swampscott, such as the 1983 Open Space and Recreation Master Plan, the 2000 Community Development Plan, and most recently the 2013 Open Space and Recreation Plan all offer recommendations on preservation and promotion of Swampscott’s resources.

#### [National Trust for Historic Preservation](#)

The National Trust for Historic Preservation is a private, nonprofit organization dedicated to saving America’s historic places. Numerous resources for historic preservation are detailed on its website.<sup>40</sup>

#### [Community Preservation Act](#)

The Community Preservation Act, or CPA, is a tool that Massachusetts cities and towns can adopt. It allows municipalities to create local Community Preservation Funds that can be used for open space protection,

historic protection, affordable housing, and outdoor recreation. The funding is raised through a surcharge on real property taxes, which can then be supplemented by funds from a statewide Community Preservation Trust Fund. Although narrowly defeated in the 2006 town ballot, adoption of this tool could help the town achieve its preservation goals.<sup>41</sup>

## Public Input

[Master Plan Public Forum 2: Housing, Economic Development, Historic and Cultural Resources](#)

Swampscott residents were asked what is needed to preserve Swampscott's historic character at the June 18, 2015 public forum for **Swampscott2025** and at a July 28, 2015 meeting with the Historical Commission. Preservation of Swampscott's National Register properties and enhancement of its beaches were among the highest priorities identified. Concern for major properties such as the vacant Greenwood Avenue and Machon schools and the recently shuttered Marian Court College was also expressed. A sense that the Town has not always been able to protect its historical assets, even with tools such as the demolition delay bylaw, was voiced. Pursuit of professional assistance to document historic properties at risk of demolition or modification was identified as a strategy to improve the likelihood of preservation. Finally, a need for improved coordination and goal-setting among local groups was identified.

***"Host historical walks in the summer."***

***"Develop self-guided tours."***

***"We need to celebrate our town history more – town wide Olmsted birthday party, anyone?"***

## Recommendations

<b>Goal HC.1:</b> Enhance efforts to protect and maintain Swampscott's historic and cultural resources.
<b>Strategy HC.1.1:</b> Develop preservation and use strategies for Swampscott's existing National Register properties.
<b>Action HC.1.1.1:</b> Hold regular meetings with HC, HDC, Director of Community Development, DPW, ZBA, and Planning Board to communicate current preservation efforts. Create opportunities for communication between these meetings.
<b>Action HC.1.1.2:</b> Allow broad range of uses such as office and retail in historic structures in exchange for façade preservation easements.
<b>Strategy HC.1.2:</b> Improve relevant Town policies and communication between Town entities.
<b>Action HC.1.2.1:</b> Review demolition delay bylaw and make updates to reduce loopholes, increase enforceability.
<b>Action HC.1.2.2:</b> Maintain and update inventory list of properties with historical significance at risk of demolition.
<b>Action HC.1.2.2:</b> Increase communication and coordination with private groups such as the Historical Society and Andrews Chapel Restoration Committee.
<b>Goal HC.2:</b> Increase local capacity to support and fund historical preservation efforts.
<b>Strategy HC.2.1:</b> Explore passage of the Community Preservation Act.
<b>Action HC.2.1.1:</b> Engage with residents to build support of adoption of the CPA through community workshops or informational materials.
<b>Strategy HC.2.2:</b> Develop programs to draw attention to Swampscott's unique history, and to raise money to fund preservation projects.
<b>Action HC.2.2.1:</b> Develop a house or architecture tour by foot and/or bicycle to promote Swampscott's distinctive residential character and history.
<b>Action HC.2.2.2:</b> Hold a Swampscott Heritage Day festival in the summer to celebrate Swampscott's history.
<b>Action HC.2.2.3:</b> Explore opportunities to bring on professional staff for Historical Commission, whether within town or shared with another town.
<b>Action HC.2.2.4:</b> Restore and maintain historic archives with the goal of allowing public access.
<b>Goal HC.3:</b> Promote Swampscott's historic resources to encourage greater preservation efforts and to attract visitors to town.
<b>Strategy HC.3.1:</b> Explore public-private partnerships to boost Annual Preservation Awards program and local preservation education efforts.
<b>Action HC.3.1.1:</b> Engage with private partners to determine sponsorship opportunities
<b>Strategy HC.3.2:</b> Create heritage tourism program highlighting Swampscott's unique resources.
<b>Action HC.3.2.1:</b> Update Historical Commission webpage
<b>Action HC.3.2.2:</b> Leverage current history to bring attention to and preserve historic and cultural resources.





# 3. OPEN SPACE & RECREATION

## Snapshot

### ***Six Public Beaches***

- Reduce municipal sector energy use by 20% in accordance with the Energy Reduction Plan.
- Eiseman's, New Ocean House and Whales Beaches
- Fisherman's Beach
- King's Beach
- Phillips' Beach
- Preston Beach
- Sandy Beach

### ***Active Recreation Areas***

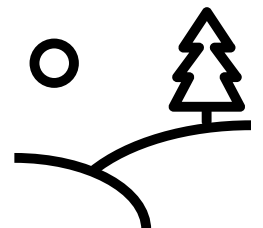
- Phillips Park (football, lacrosse, soccer, baseball/softball)
- Middle School Recreation Area (baseball/softball, tennis, etc.)
- Hadley School Recreation Area
- Stanley School Recreation Area
- Jackson Park (track and field)
- Abbott Park
- Playgrounds (Stanley School Playground, Superior Street Playground, Windsor Park, and Abbot Park Playground)

### ***Conservation Areas (including passive recreation amenities)***

- Harold A. King Forest
- Charles M Ewing Woods
- Harry D. Linscott Park
- Muskrat Pond
- Palmer Pond
- Swampscott Harbor

## Key Findings

- Swampscott's coastal setting and beaches are highly valued by town residents.
- For a small community of approximately three square miles, Swampscott has a wide range of open space and recreational amenities both in terms of quantity and diversity.
- Many recreational amenities, especially playgrounds, wooded areas, and trails are in need of maintenance and repair.
- Funding for additional open space acquisition and upkeep of existing facilities is limited; the Town must explore options to increase funding.



## Introduction

With only 3.05 square miles of total area, Swampscott is the fifth smallest of the 351 towns in Massachusetts. However, it is densely populated at over 4,500 residents per square mile, ranking 25th in population density in the state. Swampscott has very little open space, only 18% consisting of forests, wetlands and parks, and there remains very little room to expand its open space resources. Therefore, it is vitally important to preserve and maintain the open space that the town does have and actively seek opportunities to increase it. The Town of Swampscott adopted a comprehensive Open Space and Recreation Plan (OSRP) in 2013. The plan provides a detailed account of the Town's cultural and geological history, a comprehensive description of all town open space and recreational amenities, along with goals, strategies, and a seven-year action plan to achieve them. This chapter of the Master Plan provides a summary of the OSRP.

Many of the recommendations and actions from the OSRP are directly incorporated into this Master Plan. However, a selection of key goals have been prioritized to reflect public input during this planning process, as well as where actions help to achieve multiple plan goals under transportation, economic development, sustainability, and land use.

## Existing Conditions

### *Natural Resources*

#### Topography, Geology, and Soils

Swampscott's topography varies significantly from place to place. Lower-lying areas tend to be flatter, whereas areas above 50 feet in elevation are erratic and uneven due to underlying bedrock. Like the rest of New England, Swampscott's surficial geology was shaped by the advance and retreat of glaciers during the Pleistocene epoch, which left behind glacial till formations over bedrock, sedimentary outwash deposits and peat deposits. Wetlands in Swampscott were former glacial ponds and are comprised of muck and peat deposits. Most are covered with standing water during spring and wet periods.

Two general soil types are found in Swampscott: The Chatfield-Hollis Rock Outcrop (CHRO) association and the Urban Land-Udorthents (ULU) association. The CHRO association is well drained and suitable for woodland, but development is somewhat constrained due to rock outcrops, slope, and depth of bedrock. The ULU association consists of developed areas, but are capable of supporting vegetation. Most of the residential and commercial areas of Swampscott contain this soil type.

### *Water Resources*

#### Massachusetts Bay

Swampscott is bordered to the south by Massachusetts Bay, and is part of the North Coastal Watershed. Swampscott's history and development is tied to its location along the coast. The ocean waters of the Bay, which is part of the Atlantic Ocean, provide for a range of habitats that support marine wildlife and vegetation, and valuable natural recreational areas that are among Swampscott's most valued assets.

The ocean waters affect Swampscott's seasonal temperatures, which fluctuate significantly between seasons, from January (20-35 degrees) to July (63-85 degrees). Significantly, ocean water temperatures are rising, which is increasingly impacting not only marine habitats, but also the frequency and intensity of significant storm events and their associated impacts.

#### Surficial Waters

Three ponds are located within Swampscott. Palmer Pond and Muskrat Pond are described below in the section on Conservation Lands. The third, at 6.2 acres, is the man-made Foster Pond. Foster Pond is the largest body of open water in Swampscott. Located in the northwest corner of town, the pond is privately owned but is publicly accessible for boating and fishing, but due to contamination (DDT in particular) fish should not be consumed.

The main abutter, Aggregate Industries, discharges storm water, process water and ground water into the pond, which is allowed through a permit from the U.S. Environmental Protection Agency (EPA).

### Wetlands

Wetlands are important natural features that have several functions, including flood protection, water filtration, erosion prevention, and provide natural habitat to wildlife. Wetlands can also be unique passive recreational areas.

As detailed in the 2013 OSRP, there are many types of wetlands in Swampscott, including former coastal marshes that are now cut off from the sea by barrier beaches (e.g. Palmer Pond), seasonally intermittent streams, and wetland areas remaining from the draining and eutrophication of glacial ponds (e.g. areas within Harold King Forest).” See Map 4 for locations of wetlands in Swampscott.

### Vernal Pools

Vernal pools are seasonal wetlands that are special wildlife habitats and breeding grounds for rare amphibians such as salamanders and invertebrate organisms such as fairy shrimp. Vernal pools typically fill with water in the fall or winter due to rainfall and rising groundwater, but dry out completely by the summer. Vernal pools have been protected under several state regulations for over two decades, including the Wetlands Protection Act and Title 5 of the Environmental Code, but are still often threatened by pressures of development. As shown in Map 4, five certified vernal pools are located in Swampscott, in areas near the Middle School tennis courts and parking lots and the east end of the Tedesco Golf Course. A number of potential vernal pools have also been identified, largely near existing certified vernal pools and in the vicinity of the Harold King Forest.

### Flood Hazard Areas

Given Swampscott’s coastal location, areas of the community are vulnerable to flooding, and are susceptible to sea level rise (for more on this topic, see the Sustainability: Hazard Mitigation chapter). The Federal Emergency Management Agency (FEMA) has identified areas in Swampscott that are predicted to be most prone to flooding. These are detailed in Flood Insurance Rate Maps (FIRM). There are three distinct flood zones in Swampscott:

- **Zone VE (Coastal High Hazard Area):** Areas subject to inundation by the 1-percent-annual-chance flood event with additional hazards due to storm-induced velocity wave action. Flood insurance purchase and floodplain management standards are mandatory for federally-backed or insured mortgages in this zone.
- **Zone AO:** Areas subject to inundation by 1-percent-annual-chance shallow flooding where average depths are between one and three feet. Mandatory flood insurance purchase requirements and floodplain management standards apply for this zone.
- **Zone AE:** Areas subject to inundation by the 1-percent-annual-chance flood event determined by detailed methods. Base Flood Elevations (BFEs) are shown. Mandatory flood insurance purchase requirements and floodplain management standards apply for this zone.

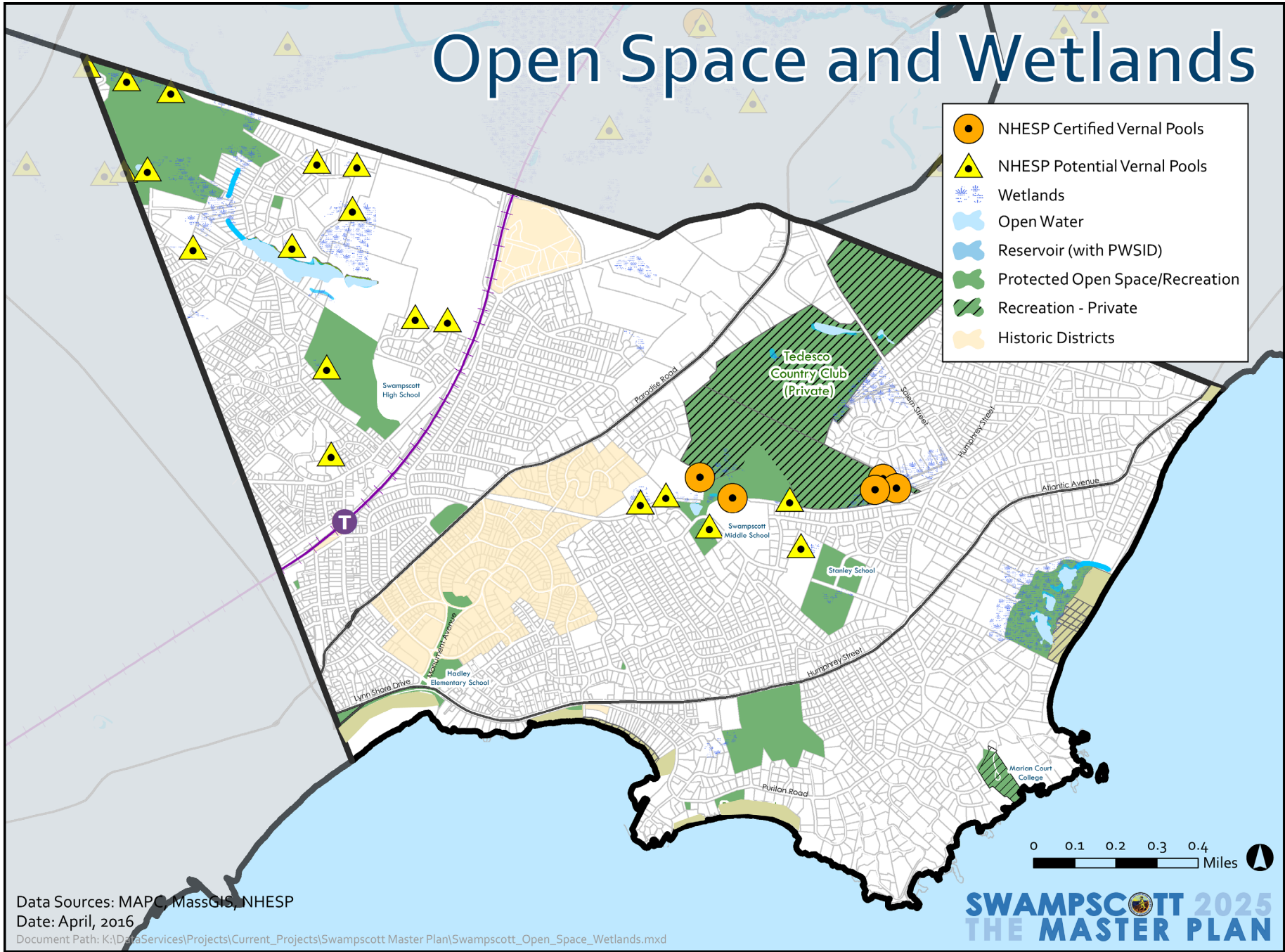
### ***Certified Vernal Pools (CVP):***

Vernal pools do not contain fish. The presence of a vernal pool is certifiable if they contain one or more of these indicator species: Spotted Salamander, Jefferson Salamander, Blue Spotted Salamander, Wood Frog, or Fairy Shrimp. These species are completely dependent on vernal pools for parts of their life cycles. Certification of a vernal pool prevents direct impact from development.



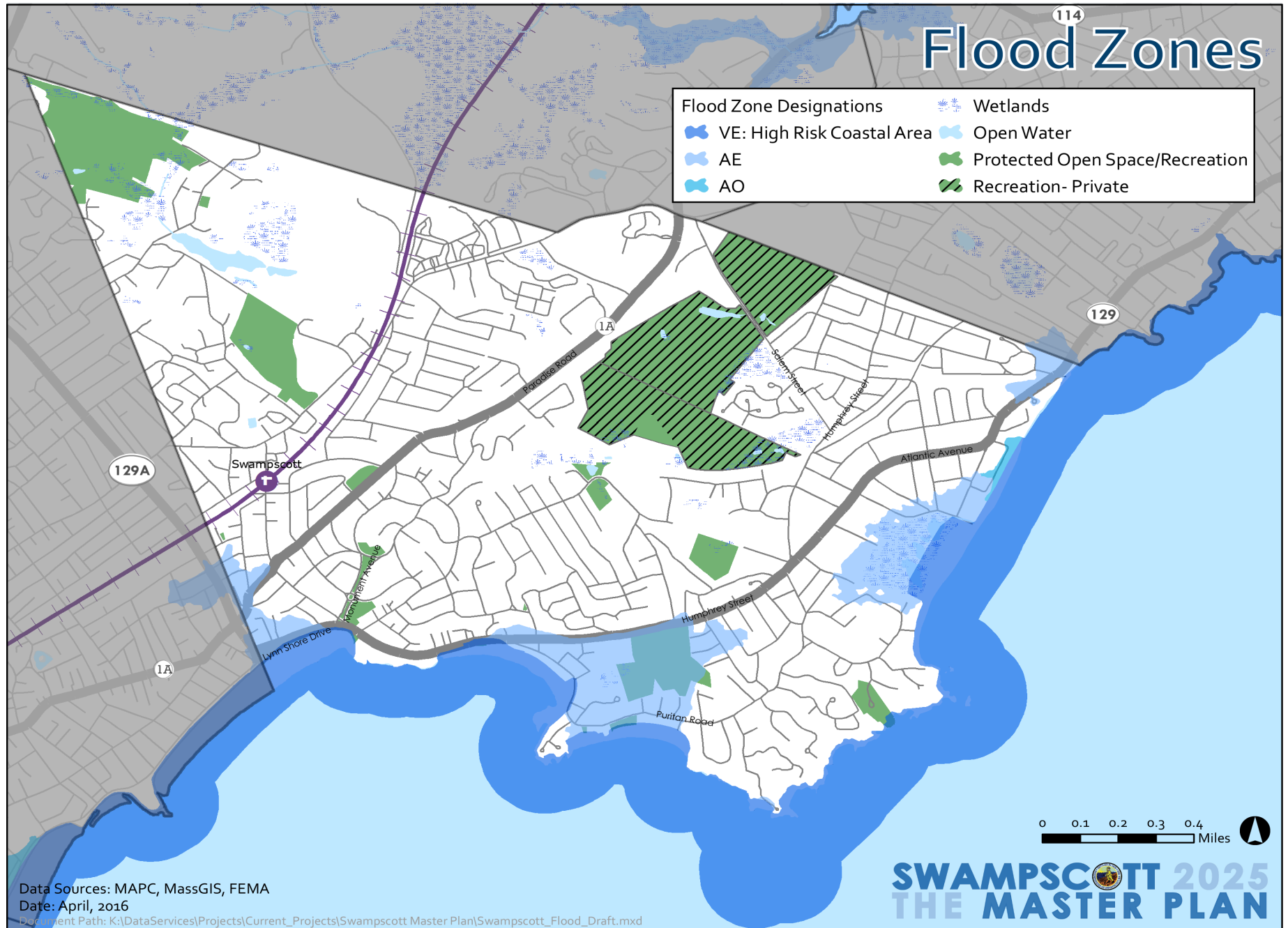
*Credit: Massachusetts EEA*

Map 4: Swampscott Wetlands, Certified Vernal Pools, and Potential Vernal Pools





Map 5: Swampscott Flood Hazard Zones



Both coastal and overland flow (rain) flooding has occurred in Swampscott over the last several years. Notably, in October 2011, the majority of the north shore was under water as a result of high intensity rainfall at high tide and FEMA was brought in for a State of Emergency consideration. As sea level rise increases, Swampscott's coast will be at a greater risk (see chapter on Sustainability: Hazard Mitigation).

Flooding also occurs along Paradise Road, particularly in Vinnin Square during large storm events. Flooding in this area is a result in part of poor soils, but also due to the large amount of impervious surfaces (e.g. parking lots and roadways). While flood control work to improve drainage in the area was completed in 2013, flooding remains an issue during significant rain events. The use of pervious surfaces could reduce flood risks and should be encouraged, in particular in the Vinnin Square area.

## ***Vegetation***

Swampscott contains a range of vegetation habitats typical of northeastern Massachusetts. This includes a mix of forest growth of deciduous trees and conifers and understory species, as well as landscaped yards, street trees, and large turf grass playing fields.

**Forest areas** are found primarily in three areas: Harold King Forest, Ewing Woods and Upper Jackson Park. Each of these areas include a mix of hardwood and evergreen species. Invasive species such as oriental

bittersweet, multiflora rose, and burning bush threaten to overwhelm many wooded areas. Forest areas also serve as a source of passive recreation in town, including hiking, bird watching, and dog walking.

**Trees** along streets and in parks enhance the overall quality of life. Not only do they provide shade and improve neighborhood appeal, they reduce stormwater runoff, and serve as habitat for wildlife. The town has been recognized as a Tree City USA for the past 22 years, with over 1,000 estimated trees lining the Town's 50+ miles of roadways. Many trees, especially those planted in the early part of last century, are severely disfigured or in poor health and in need of removal or replacement.

## **Endangered Species**

According to the Massachusetts Natural Heritage and Endangered Species Program (NHESP), as of 2009 there are no state-listed rare plants in Swampscott. Nevertheless, eelgrass is an important plant species found in abundance in Swampscott Harbor. Eelgrass supports diverse floral and faunal species, absorbs nutrients, stabilizes sediments and provides habitat for numerous species, including 34 species of fish, ranging from small fish like sticklebacks and bay pipefish up to larger apex predators like sand tiger sharks and striped bass. The diet of the local black brant population consists of eelgrass.

The presence of eelgrass in Swampscott Harbor has created complications with

recent plans to dredge the bay to improve access of larger boats. High costs are associated with restoration of eelgrass, which is mandated due to its classification of special aquatic species.

## ***Wildlife***

Wildlife found in Swampscott includes species often found in more suburban environments including squirrels, skunks, chipmunks, raccoons, fox species, and more. In recent years, more coyote, red fox, whitetail deer, turkeys, and fisher cats have been spotted. Many of these species are often attracted to areas with human concentrations, as they are attracted to food waste (e.g. garbage).

## **Endangered Species**

The NHESP maintains a list of all documented MESA-listed species observations in the Commonwealth by town. One endangered species, the Peregrine Falcon (*Falco peregrinus*)<sup>42</sup>, has been observed in Swampscott as recently as 2010.

## ***Environmental Challenges***

The 2013 OSRP identified environmental challenges facing the community through discussions with Town departments and boards. The most important of these were stormwater and coastal drainage issues (i.e. flooding); encroachment of open space and recreation areas by abutters (e.g. potential rail trail); and danger to eelgrass and wildlife

habitat within the harbor. The OSRP is a proactive step in ensuring that the town's open space and recreational areas are protected and maintained in the coming years as valued recreational and natural assets. In planning, the Town also needs to better understand how these resources play a role in natural drainage systems, so as to ensure they are not negatively impacted by development. Future plans for dredging of the harbor should balance the needs of the boating community with the importance of natural habitat protection.

### *Scenic Landscape*

One of the most valued assets in Swampscott is its location as a coastal community. The town has numerous beaches, stunning ocean views, and rich maritime history. As highlighted in the 2013 OSRP, Swampscott is part of the 85-mile Essex Coastal Scenic Byway, and its scenic resources and unique environments are linked to its historic settlement patterns which were influenced by the town's natural coastal setting.

Preserving Swampscott's visual appeal – its beaches, rocky coastline, varied topography, and development patterns – is essential to keeping the town's character, future quality of life, environmental sustainability, and economic viability. Key features that define Swampscott's scenic landscape include:

- Six sandy beaches that offer recreation and spectacular views of the rocky coastline and ocean waters;

- Swampscott Harbor, the town's historical recreational and commercial fishing center, and habitat for fish and crustaceans who rely on the eelgrass beds;
- Palmer Pond, the saltwater pond with wetland plant and wildlife, which is separated from Phillips' Beach by a low barrier dune, and provides beautiful scenic vistas;
- The terminal glacial moraine in Harold King Town Forest, featuring large boulders left behind during the glacial retreat; and
- Rocky headlands that face Massachusetts Bay at three locations: Black Will's Cliff, White Court (formerly Marian Court College), and Preston Beach. Preservation of Black Will's Cliff is possible if the existing restaurant and accompanying parking lot abutting this rock headland is offered for sale at a future date.

In addition to the natural landscapes highlighted above, Swampscott's many historic structures and open spaces contribute significantly to the overall scenic landscape of the community. This includes the homes, parks, and winding street network of the Olmsted District. Linscott Park, Monument Mall, Swampscott Town Hall and its grounds have become a civic center for the community. Other distinctive structures and buildings include

the Swampscott Fish House and Town Pier, Swampscott Cemetery and the Railroad Depot (for more, see Historic Preservation and Cultural Resources chapter).

### *Open Space*

#### Conservation Land

**Charles M. Ewing Woods** (7.3 acres) is located adjacent to the Stanley School and accessible through the school's grounds. This forested land was purchased by the Town in 1972 and managed by the Conservation Commission. Currently, residents use Ewing Woods passive outdoor recreation such as bird watching, dog walking, and hiking. Improved signage and trail markings could encourage more use for hiking and nature observation.

**Harold A. King Forest** (47 acres) is located in the hilly northwest corner of town and includes wooded uplands and wetlands. Primary plant species include second growth oaks, beech trees, low and high bush blueberry, wetland duck weed, cattail, phragmites, ferns, and many species of shrubs and vines. The forest features a terminal moraine, or a field of large boulders left after glacial melting.

According to the 2013 OSRP, the forest is used for conservation purposes only, serving as a critical habitat for wildlife. The 2004 Community Development Plan characterized the areas as underutilized, having great potential for passive recreational uses such as hiking and bird

watching. Currently, these activities are limited due to lack of trails. The forest only has one primary trail loop, originally created by the Boy Scouts but in need of reblazing and reconfiguration.

**Harry D. Linscott Park** (2 acres) borders Hadley Elementary School and Monument Avenue. The park offers views of the ocean, the town's first church and grand Victorian-style homes with turrets and full porches. The park includes a swing set, open green space, shade trees, benches and a white gazebo topped by a small cupola.

The grounds of Linscott Park was purchased and developed into a 2-acre public park (instead of homes). It is among Swampscott's most used parks, and provides open space for numerous recreational activities and outdoor programming including movie screenings, crafts, and fairs. It is also used by the Hadley School for outdoor recreation and recess.

**Muskrat Pond** (0.5 acre) is next to the Swampscott Middle School. The pond is owned by the Town and managed by the Conservation Commission. It serves as part of a larger drainage system, and is used as a science laboratory by the school. Although the pond's water quality is likely impacted by runoff from the school parking lot, it offers a location for nature study and ice skating.

**Palmer Pond** (18 acres) is actually two brackish ponds. Managed by the

Conservation Commission, this former coastal marsh is now separated from the sea by a barrier beach, Phillips' Beach. Winter storms have breached the sand barrier and flooded the pond with salt water in past years. The pond area is accessible by sandy paths from the Ocean Avenue boardwalk and Phillips' Beach is popular for picnics and swimming.

The Palmer Pond area is within Chapter 91 public waterfront jurisdiction. Therefore, any filling, dredging or structures constructed within the former tidal embayment would require authorization by the MassDEP Waterways Regulation Program prior to these activities taking place.

#### Private Conservation Areas

**Blythswood** is a former 6-acre waterfront estate. According to the 2013 OSRP, Swampscott was given a conservation easement to the property in 2011 which ensures public access to nearly 250-feet of waterfront frontage, the right of first refusal if the property should go on the market, and permission for public gatherings a few times a year for up to 50 people.

The Blythswood property offers significant potential for recreation, even more so if White Court, the neighboring property, is taken into account. As of 2013, the Conservation Commission was developing a management plan for the easement area with the Director of Community Development.

## *Public Open Space and Parks*

Public parks within Swampscott vary in size and geography, offering a diverse range of recreational activities. See Map 6.

### Beaches

Swampscott's beaches are among town's most popular and valued open space. Each beach has at least one publicly-accessible entrance.

- **Eiseman's, New Ocean House and Whales Beaches** are located along Puritan Road and open to the public. Parking is available at Phillips Park via a recreation sticker. The beach is accessible via stairways from adjacent Johnson and Polisson Parks, and is popular among local residents. Lifeguards staff the beach in summer months.
- **Fisherman's Beach** is located along Swampscott's Harbor off of Humphrey Street and the town's most publicly accessible beach. There are stairways from Chaisson Park, and a public access point near the Fish House and public pier. Parking is also available along Humphrey Street, and in a small municipal lot.
- **King's Beach** is located directly along Humphrey Street below a seawall from the Lynn border to the Hawthorne by the Sea restaurant. While there is street



parking, and access by stairs, the beach is usable only during lower tides.

- **Phillips' Beach**, a portion of which was purchased by the Town in 2014, is accessible via a wooden boardwalk from Ocean Avenue adjacent to the Swampscott Beach Club. Parking is allowed with a resident permit along Ocean Avenue.
- **Preston Beach** is located off of Beach Bluff Avenue, at the northern end of Phillips' Beach. Of note, rocky headlands at the Marblehead town line created tidal pools rich in marine life, as well as a protected swimming environment for children.
- **Sandy Beach** is the smallest Town-owned beach, located at the far end of Fisherman's Beach and accessible via Sculpin Way off of Puritan Road.

These beaches are valuable town assets, and many residents consider them to be among Swampscott's defining features. Despite their significance, many residents have expressed that better parking, access and maintenance are needed. Additional amenities are also desired, most notably public restrooms and changing rooms. A beach rake was purchased by the Department of Public Works to improve the overall beach experience.

#### [Pocket/Beach-Adjacent Parks](#)

Several parks are adjacent to Swampscott's

### ***Fisherman's Beach***



*Credit: MAPC*

### ***King's Beach***



*Credit: Jim Olivetti*

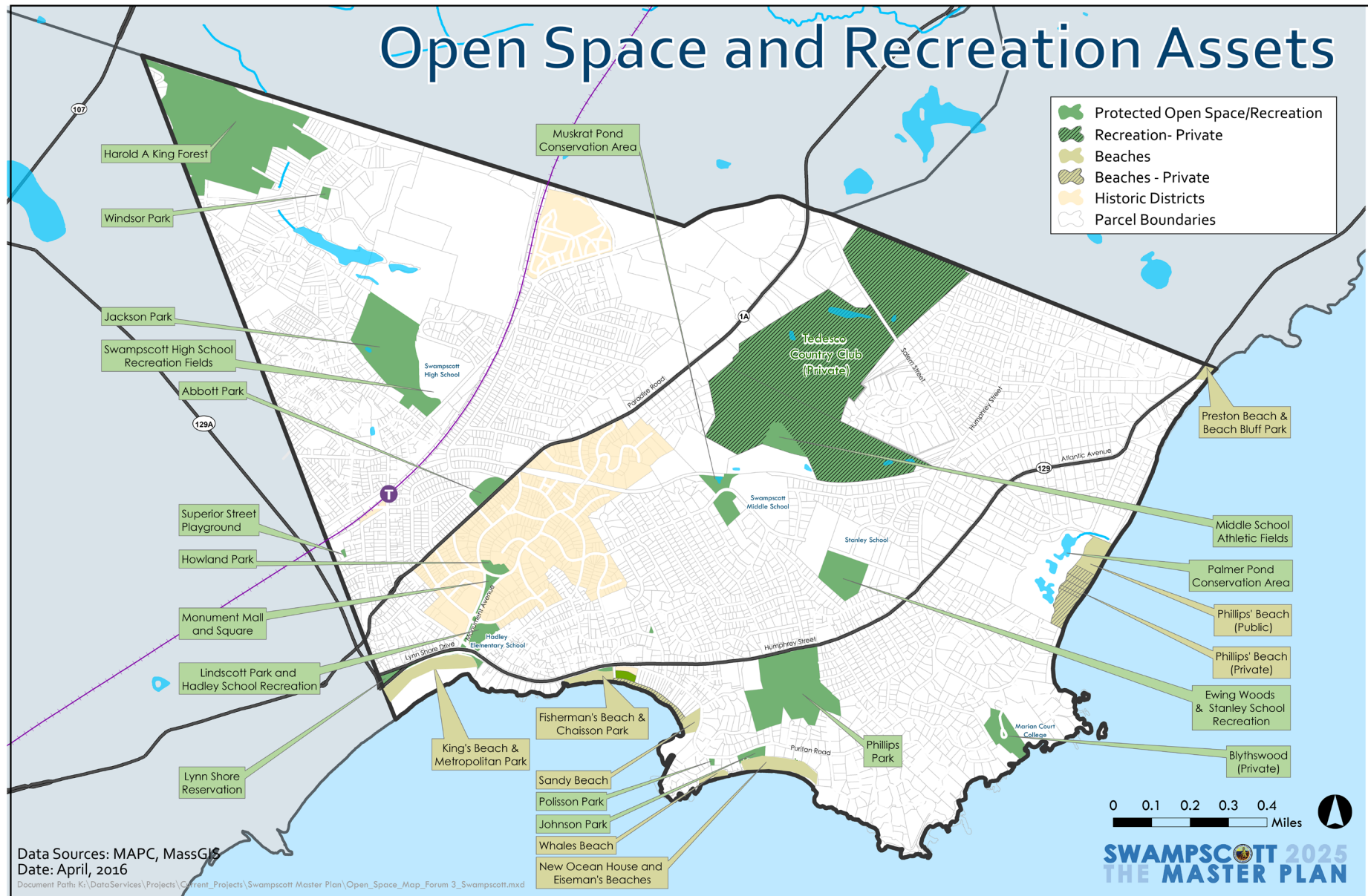
many beaches. These parks include:

- **Chaisson Park**, an approximately 1-acre park next to Fisherman's Beach bordering Humphrey Street, offers passive recreation and is the location of the War of 1812 canon and the Seaman's Memorial.
- **Metropolitan Park**, a linear park from

the Lynn border to Driscoll Park, serves as a gateway into Swampscott. The majority of the park features a wide sidewalk with benches. It is anchored by a triangular grassy area near the Lynn border. King's Beach is accessible via stairs from the park.

- **Driscoll Park** is a small park area (0.03 acres) that anchors the King's Beach promenade. The park is the location of the Thomas H. Driscoll Memorial Flagpole.
- **Richard B. Johnson Park** overlooks New Ocean House and Eiseman's Beach, and is located on land once owned by the New Ocean House Hotel, a Swampscott hotel that was destroyed by fire in 1969. The park includes both paved and grassy areas. Maintenance is needed on the crumbling sea wall.
- **Polisson Park** is adjacent to Whales Beach and features a small grassy area with a memorial to its namesake, Paul A. Polisson, a once prominent resident.
- **Beach Bluff Park** is another small passive park area located next to Preston Beach near the Marblehead town line. The park is publicly accessible but privately owned and maintained by the Clifton Improvement Association (CIA). A notable feature is the Sun Circle sculpture designed to depict solar cycles. Parking is available on Atlantic Avenue with a recreation

Map 6: Swampscott Open Space & Recreation Assets



sticker or in a lot across from the park operated by the CIA for a daily or seasonal fee.

### Inland Parks and Open Space

While Swampscott's beaches and adjacent parks are often the most discussed open space assets, there are other amenities that add to the overall high quality of life in Swampscott. The town's many inland parks are significantly larger and offer a variety of settings for passive and/or active recreation. They include:

**Town Hall Lawn**, which offers a view of the ocean, is a 3+ acre open space surrounding the historic Town Hall. The space is picturesque, and is used for community gatherings and events including the annual Strawberry Festival.

**Monument Mall & Square** was designed by famed landscape architect Frederick Law Olmsted in the 1800s. This open space serves as the entrance into the Olmsted district, and in many ways as a formal entrance to the town itself. The area features the Civil War, World War I, World War II, Korean War, Vietnam War and Desert Storm War Memorials, as well as passive recreational spaces, including the lilac garden across from Howland Park.

**Howland Park**, located at the end of Monument Mall, is one in a chain of parks designed by Olmsted. The 1-acre park includes benches, flagpoles and a WWII

monument. As recommended in the 2013 OSRP, diseased and unhealthy trees were removed from the park in 2015, and a new planting design was developed by the Municipal Design Committee with the assistance of Wellspring Garden Design.<sup>43</sup>

**Swampscott Cemetery**, is a 30-acre, publicly-owned cemetery. It is one of the four Local Historic Districts in town and recognized by the National Register of Historic Places.

The cemetery is the final resting place for many soldiers in the American Revolutionary War and features established trees and well-maintained lawns. Andrews Chapel, a small stone structure, is also in the cemetery and currently undergoing renovation.

### Amenities for Active Recreation

Larger park areas in Swampscott include: **Phillips Park** (22 Acres) is used for Swampscott High and Middle School athletic programs. The park features three baseball fields, a basketball court, two tennis courts, a small playground (in need of repair) and large parking lots. High School football and lacrosse is played on the main field- Blocksidge Field - which includes a running track, bleachers, concession stands, restrooms and other facilities. The park is also used for soccer, field hockey, baseball and other sports. A study by consultant Gale Associates recommended that a multi-sport turf field replace the grass at Blocksidge Field to allow more use without deteriorating existing facilities.

After a failed attempt in 2012, Town Meeting members approved a \$1.65 million turf field in spring of 2015; however, it required that a portion (\$300,000) to be funded through private donations.<sup>44</sup> Based on conversations during this planning process, the funding goal will likely be achieved.

The **Swampscott Middle School Recreation Area** includes three lighted Little League baseball fields (built on easement land owned by Tedesco Country Club), a refreshment stand and restroom facilities, an area used for Middle School physical education, and six tennis courts. This ADA compliant, 12-acre recreation area is maintained by the Department of Public Works, and managed by the Recreation Department, who runs summer programs, and non-school related baseball and softball. The potential rail trail right-of-way runs through the area.

**Abbott Park**, which sits adjacent to the Clarke Elementary School is used both by the school for physical education and by the public. The park includes two Little League fields, a basketball court, and the Town's newest ADA-compliant playground. The park is maintained by the Department of Public Works and managed by the Recreation Department which uses it for children's programs.

The **Hadley School Recreational Area** is a small, quarter-acre park adjacent to the school and includes a playground and little-used ballfield in need of maintenance.



## Swampscott Lilac Garden



Credit: MAPC

Both facilities are used by the school for recreational purposes, but are open to the public in off-school hours. The park is maintained by the Department of Public Works.

**Jackson Park**, which includes Swampscott High School, has three distinct areas, all of which are maintained by the Department of Public Works. Lower Jackson Park along Essex Street, was developed over the last decade for youth soccer and other programmed recreation, and also includes a playground (completed in 2014), basketball/handball court and walking paths, benches and other passive recreation options. Upper Jackson Park which is located behind the high school on land owned by Aggregate Industries, and includes a ¼-mile running track, and soccer field (a 99-year easement was signed with Aggregate in 2004 to use the land for Town recreational purposes). And finally, Jackson Park Woods is a 12-acre natural wooded area accessed by a right-of-way (ROW) near the Machon School. The

path that runs through the woods is used by the public for hiking and by the high school cross country team. A small 1-acre park on the former Machon School grounds is also used by local neighborhoods.

**Windsor Park** is a small pocket park (under half an acre) just north of Foster Pond along Windsor Avenue. This park features a public playground and basketball court. The park is in poor condition and requires maintenance.

**Superior Street Playground** is a small neighborhood park located at the corner of Duncan Terrace and Superior Street. The park's approximately 6,500 square feet of grass and dirt includes playground equipment and other amenities that will be replaced in the summer of 2016.

### Other Amenities

There are several publicly owned ROWs of note:

- **Forty Steps** – actually 57 concrete steps with eight landings – was constructed in the early 20th century to connect Ingalls Terrace to Rockland Street.
- **Cliffside Street** is a public right-of-way from Humphrey Street to the waterfront between the Mission on the Bay restaurant and Hawthorne by the Sea. The ROW is currently paved as part of the large parking lot. Many do not know this is publicly owned. This is an important ROW as it preserves public access to the Cliffside

waterfront.

- **Little's Point Road** to Phillips' Beach offers access to Phillips' Beach; however it is difficult to identify given that a portion of the ROW is used as a shared driveway.
- **Martin Way** is a sandy patch of land used as parking for Sandy Beach and is used by DPW vehicles to access the beach.
- **New Ocean House Footpath** runs from Puritan Road to Humphrey Street, but is largely hidden from view. It offers pedestrian access to the beach from Phillips Park.

## *Open Space Management*

As noted in the 2013 OSRP, the open space and recreational properties in the town are managed and maintained by a combination of private and public entities. A selection of properties and responsible parties are listed in Table 1 on the next page.

As seen in Table 1, the majority of publicly-accessible open space and recreational assets are maintained by the Swampscott Department of Public Works (DPW), including Town parks, beaches, playing fields, street and park vegetation, among others. This is in addition to other maintenance responsibility for public buildings, and roadways. The Town is not responsible for management or upkeep of privately-owned properties (e.g., Foster Pond



**Table 1: Responsible Parties for Management and Maintenance of Open Space and Recreational Properties**

Property	Management Responsibility	Maintenance Responsibility	Funding
Blythswood Easement	Owners, Conservation Commission	Owners	Owners
Charles M. Ewing Woods	Conservation Commission	DPW	General Fund
Harold A. King Forest	Conservation Commission	DPW	General Fund, Volunteer Time
Jackson Park Woods	Conservation Commission	DPW	General Fund
Harry D. Linscott Park	Conservation Commission	DPW	General Fund
Palmer Pond	Conservation Commission	DPW	General Fund
Polisson Park	Recreation Department	DPW	General Fund
Eiseman's, New Ocean House and Whales Beaches	Recreation Department	DPW	General Fund
Fisherman's Beach	DPW, Harbormaster, Recreation	DPW	General Fund
King's Beach	DPW	DPW	General Fund
Fish Pier	DPW, Harbormaster	DPW	General Fund
Chaisson Park	DPW	DPW	General Fund
Driscoll Park	DPW	DPW	General Fund
Howland Park	DPW	DPW	General Fund
Beach Bluff Park	Clifton Improvement Association (Owners)	Owners	Owners
Monument Mall	DPW	DPW	General Fund, CDBG
Swampscott Cemetery	DPW	DPW	General Fund, Volunteer Time
Town Hall Lawn	DPW	DPW	General Fund, CDBG
Johnson Park	Recreation Department	DPW	General Fund
Hadley School Recreation Area	Recreation Department	DPW	DPW
Phillips Park	Recreation Department	DPW	DPW, PARC
Middle School Recreation Area	Recreation Department	DPW	
Stanley School Playground	Stanley School	School	School Budget
Cliffside Street	Anthony's Hawthorne	Anthony's Hawthorne	Private
Foster Pond	Aggregate Industries and abutters	Aggregate Industries and abutters	Aggregate Industries and abutters
Railroad Bed ROW	National Grid	National Grid	National Grid
Forty Steps ROW	DPW	DPW	General Fund
Playing Fields	Recreation Department <sup>45</sup>	DPW	

and Blythswood). Further, trail networks are not managed or maintained by the Town (e.g., trails through the Harold King Forest rely on volunteers to lead maintenance efforts).

Additionally, nearly all open space maintenance is funded through the DPW through annual General Fund allocations. There are no funding sources specifically allocated to the acquisition or maintenance of open space in Swampscott. For example, many communities have adopted the Community Preservation Act, from which 10% of surcharge revenues at a minimum must be allocated towards Open Space. (See CPA later in this chapter.)

## Resources

### Planning

The **Public Works Department** is responsible for the maintenance and upkeep of Town-owned recreational and open space assets. Funding is allocated on an annual basis through the Town's general fund.

The **Open Space & Recreation Plan Committee** is a volunteer committee that was established in 2012 to develop the 2013 OSRP. The committee meets monthly to oversee implementation of the plan and open space initiatives. The group maintains an implementation spreadsheet of activities completed, in progress and to be tackled.

### Funding

**Town Funding** for open space is allocated through the annual budget via the DPW's Buildings & Grounds Division and funds maintenance work for all parks. As indicated in previous chapters, Swampscott allocates a far lower percentage of its annual budget to its DPW compared to other communities. Given that DPW is also responsible for roadway maintenance and Town buildings, funds for open space are extremely limited.

### Local Committees/Volunteer Organizations

In some cases, Town funds are allocated provided that there is a private match for a percentage of project costs. Fortunately, local efforts have proven successful when needed. For example, the Town provided \$50,000 for the Jackson Park Playground upgrade; however, the Jackson Park Playground Committee raised significant funds over several years and from many sources – bake sales, metal recycling, donations - to complete the project.<sup>46</sup> A similar effort is underway to fund the turf field at Phillips Park.

### Grant Programs

Through adoption of the 2013 OSRP, the Town became eligible for the following grant programs to assist in achieving open space and recreation goals.

- The **Parkland Acquisitions and Renovations Communities (PARC)** program can "assist cities and towns in

acquiring and developing land for park and outdoor recreation purposes."<sup>47</sup> Funding is provided only for outdoor recreation, both active and passive, with grants available for land acquisition, as well as construction or renovation of park and recreation facilities. Because Swampscott's population is under 35,000, the town is only eligible for small town, regional or statewide projects. Funding for all Small Town grants totals \$250,000, and is very competitive.

- The **Local Acquisitions for Natural Diversity (LAND)** program assists "municipal conservation commissions in acquire land for natural resource protection and passive outdoor recreation purposes."<sup>48</sup> This includes forest land, wetlands, wildlife habitat, fields, as well as unique natural, historic or cultural resources. In particular, passive recreation such as hiking, cross-country skiing and fishing are encouraged. For Swampscott, acquisition of land for passive recreation and other amenities would help promote and market Swampscott as a year round destination, especially since all properties purchased with LAND grants must be publicly accessible.

The **Community Preservation Act (CPA)** allows municipalities to create local Community Preservation Funds that can be used for open space protection, historic protection, affordable housing, and outdoor recreation. CPA must be



**Table 2: Public Forum Activity Results**

Priorities	%
Maintain open spaces and recreation facilities	9%
Improve public access and awareness	14%
Expand and improve open spaces and recreational facilities	23%
Preserve scenic character of town	14%
Strengthen environmental protection	9%
Establish a green corridor network.	32%

## Recommendations

### Master Plan Goal 1: Implement the adopted 2013 Open Space and Recreation plan.

Given its recent adoption, the implementation of the 2013 OSRP<sup>50</sup> is the primary recommendation of this component of the **Swampscott 2025** Plan.

### Master Plan Goal 2: Establish a Green Corridor Network.

The rail trail has been one of the most supported open space and transportation initiatives during this planning process. The rail trail could serve as the spine of a town-wide green corridor network and offer an additional transportation option for bicycle commuters. Town government should continue to work with proposed rail trail abutters to address objections to the project.

### Master Plan Goal 3: Identify and advocate for additional Open Space and Recreation funding.

There is no specific funding source in Swampscott dedicated solely to open space beyond what is allocated through general funds in the annual budgeting process, or if an article requesting additional funding for a specific project is voted on at Town Meeting. Adopting the Community Preservation Act (CPA) would provide predictable funding specifically dedicated to Open Space preservation, acquisition and more. Further, beyond the local surcharge, matching funds from the State would add to monies available. At least 10% of CPA funds is required to go to Open Space, 10% to housing, and 10% to historic preservation. The remaining 70% must be allocated to these three categories by a locally appointed Community Preservation Committee with fund approval by vote of Town Meeting, based on projects seeking funding each year. Advocacy to allocate more of this funding when needed would provide significant opportunity to fund Open Space and Recreation initiatives. In addition to CPA, identifying and applying for grants should be prioritized.

***"We need interpretive signs at parks, features, and historic buildings."***

***"Rail trail long overdue and can be done."***



<b>Goal OS.1:</b> Implement the adopted 2013 Open Space and Recreation plan.
<b>Action OS.1.1:</b> Track and evaluate progress of the Seven-Year Action Plan as detailed in the 2013 OSRP.
<b>Action OS.1.2:</b> Update the OSRP in 2020.
<b>Goal OS.2:</b> Establish a Green Corridor Network
<b>Strategy OS.2.1:</b> Identify corridor system to connect open spaces.
<b>Action OS.2.1.1:</b> Work with private abutters to acquire title or easement along potential green linkages.
<b>Action OS.2.1.2:</b> Improve public awareness of corridor network through signage and wayfinding.
<b>Action OS.2.1.3:</b> Improve public access of corridor network through establishment or improvement of right-of-ways.
<b>Strategy OS.2.2:</b> Establish the Swampscott rail trail.
<b>Action OS.2.2.1:</b> Enlist the help of non-profit organizations such as the Rails to Trails Conservancy to work with private abutters along the proposed rail trail to address objection to the project.
<b>Goal OS.3:</b> Identify and advocate for additional Open Space and Recreation funding.
<b>Strategy OS.3.1:</b> Explore passage of the Community Preservation Act.
<b>Action OS.3.1.1:</b> Engage with residents to build support of adoption of the CPA through community workshops or informational materials.
<b>Strategy OS.3.2:</b> Leverage State resources that Swampscott is eligible for.
<b>Action OS.3.2.1:</b> Explore and apply for grant opportunities for acquisition or technical assistance.



# 4. ECONOMIC DEVELOPMENT

## Key Findings

- Swampscott's coastal setting is a real asset to driving additional economic growth, especially in the retail and tourism sectors along Humphrey Street.
- The town has a strong retail sector but additional opportunities exist, especially in dining establishments and specialty food and drink.
- Swampscott's waterfront, especially the Humphrey Street corridor, has unrealized potential in the tourism industry. Establishment of a new hotel would catalyze tourism in town.
- Additional revenue must be generated to keep up with rising costs to provide quality Town services and maintain facilities.



## SNAPSHOT

### *Local Employment*

- 2013 employed labor force: 53% of total population, or 7,388 workers
- 3.4% (254 workers) worked at home
- 15.6% (1,145 workers) hold jobs in Swampscott
- 4% (297 workers) are self-employed in an unincorporated business
- 54% (3,922 workers) hold professional and management jobs
- 2014 unemployment rate: 4%

### *Business and Employees (2013)*

- 348 employers in Swampscott
- 3,381 jobs in Swampscott
- 24% in retail trade
- 21% in health care and social assistance
- 15% in accommodation and food services
- 6% in construction
- Average annual wage for Swampscott jobs: \$38,600

### *General Fund Sources (FY2013)*

- 74% from property taxes
- 7% from state local aid
- 16% from local fees/receipts
- 3% from other sources

### *Expenditures (FY2014)*

- Education was the biggest expenditure, absorbing 48% of all Town expenses.
- Public works was the smallest expenditure, comprising of 2.2% of all Town expenses
- Between FY2009 and FY2014, fixed costs have increased 8%

### *Property Taxes (2015)*

- 88% of property taxes are paid by residential property owners.
- Average single family tax bill is \$8,961, 30th highest in the state
- Total property value per capita is \$170,620, lower than Marblehead but higher than Salem and Lynn combined.

## Introduction

A town's livability and identity is heavily influenced by its economic activities. For Swampscott residents, two distinct commercial areas - the Humphrey Street waterfront and Vinnin Square – serve both local and regional needs and are important contributors to the town's commercial tax base. Moreover, the commuter rail station area has untapped redevelopment potential for denser housing and commercial growth.

For a primarily residential community like Swampscott, sustaining and strengthening the commercial base will be critical in relieving the tax burden on residential owners. When asked about what they love most about Swampscott, residents almost always reference the town's coastal location, its beaches, history, and sense of place and intimate community. These community values and physical attributes hold potential for future economic growth in Swampscott. The vitality of the Humphrey Street waterfront corridor, a revitalized Vinnin Square, a reimagined train station area, and greater integration of its history into a larger economic strategy will further diversify the town's commercial tax base, while reinforcing Swampscott's identity as a quiet, community-focused seaside town.

## Existing Conditions

### Swampscott Industry Profile

An industry profile looks at the

**Table 3: Employment and Wages, Swampscott Jobs**

	Number of Jobs	% of Local Jobs	Average Annual Wages (2013)
Retail Trade	805	24%	\$22,750
Health Care and Social Assistance	715	21%	\$52,950
Accommodation and Food Services	506	15%	\$18,500
Construction	219	6%	\$50,100
Other Services, Ex. Public Admin	167	5%	\$21,700
Administrative and Waste Services	146	4%	\$37,300
Finance and Insurance	80	2%	\$54,150
Arts, Entertainment, and Recreation	45	1%	\$10,550
Professional and Technical Services	43	1%	\$71,450
Real Estate and Rental and Leasing	40	1%	\$58,000
Wholesale Trade	36	1%	\$104,700
Information	29	1%	\$50,150
All industries	3,381	100%	\$38,600

Source, MA DWLD ES-202

characteristics of employment – the type of jobs and wages – that are located within a community. Swampscott is not an employment center. The town has a small economy and a low jobs-to-resident ratio of 0.4. This means that for roughly every two Swampscott residents currently in the workforce, there is fewer than one local job. Therefore, Swampscott exports much of its workforce to jobs in other communities. For comparison, Boston and Cambridge each have more jobs than residents – they attract workers. Boston has 1.5 jobs per member of the workforce whereas Cambridge has 1.7 jobs. This is one feature that strengthens Swampscott's characteristic of a "bedroom

community."

Like other relatively affluent suburban towns with limited commercial centers, Swampscott's jobs are concentrated in Retail and Accommodation and Food Service sectors that primarily support the local population's consumer needs. As shown in Table 3, these sectors account for approximately 40% of all jobs in town. The only other sector with significant employment is Health Care and Social Assistance – 21% of all jobs.



## Wages

Retail and accommodation industries typically offer low wages. Thus, given the high percentage of retail and service jobs in Swampscott, the average annual wage for jobs located in town is low - \$38,600 per year. This is significantly lower than the average wage for jobs in adjacent towns such as Lynn (\$49,800), Salem (\$44,850), and Marblehead (\$42,750). And although some sectors offer solid wages like those in education and healthcare, there are very few higher wage jobs in Professional and Technical Services and Wholesale Trade sectors. Thus, it is important to note that without these higher-paying jobs in education (Swampscott schools) and healthcare, the average wage would be even lower.

## Employers

The majority of jobs in Swampscott are found in small businesses with fewer than 25 employees. In fact, only a handful of establishments employ more than 50 people. This is not surprising given Swampscott's location away from major interstates and highways. Large employers typically locate facilities adjacent to regional transportation networks that offer access from multiple directions to maximize employee convenience and/or provide convenient truck access for shipments. Therefore, as shown in Table 4, jobs that serve the community like those within the public school district, as well as retailers

that target local consumer needs like Whole Foods Market and Marshalls are the town's largest employers.

The general makeup of jobs in Swampscott is unlikely to change significantly; however, targeting specific businesses in retail and accommodation (e.g. higher end tourist-related establishments), and especially healthcare (e.g. medical practices affiliated with North Shore Medical Center and those that would serve the growing aging population), could bring more jobs to Swampscott. Additional medical uses could be an opportunity, because as shown in Table 5, there is already a small medical cluster in Swampscott – nearly 50 medical and health businesses.

## *Employment Projections*

According to Massachusetts Department of Labor and Workforce Development, the largest industries in Swampscott – healthcare and dining – are those that are projected to experience the most job growth in the North Shore Workforce Investment Area (WIA<sup>51</sup>). By 2022, jobs in higher-wage health care and social services are projected to increase between 26-39%.

## *Opportunity Sectors in Swampscott*

To provide a targeted economic development strategy, it is important to better understand the key industry sectors that contribute to or have the potential to contribute to a community's economic

**Table 4: Largest Employers in Swampscott, 2015**

Company Name	Employee Range
Swampscott High School	100-249
Whole Foods Market	100-249
Town of Swampscott (Non-school employees)	100-249
Anthony's Pier 4 Cafe	50-99
Bertucci's Brick Oven Restaurant	50-99
Clarke Elementary School	50-99
Coldwell Banker	50-99
Congregation Shirat Hayam	50-99
Gap, Inc.	50-99
Hadley School	50-99
Hawthorne By-The-Sea	50-99
Marshalls	50-99
NSMC Women's Center	50-99
Stanley School	50-99
Swampscott Middle School	50-99

Source: MA EOLWD

base. This section looks at Swampscott's three greatest industry sectors that offer opportunity for growth.

## Retail

The largest economic sector in Swampscott – both in number of businesses and employment – is the retail sector. For a small town, Swampscott has a relatively diverse mix of retail offerings, both in scale

**Table 5: Businesses in Swampscott by Type**

Business Type	Number of Locations
Physicians & Dentists	36
Full-Service Restaurants	24
Beauty Salons	22
Lawyers	15
Landscaping Services	13
Other Health Practitioners	11
Religious Organizations	11
Real Estate Agents & Brokers	9

Source: Reference USA 2015

and price points: from smaller, boutique businesses along the Humphrey Street waterfront corridor; to large, national and regional chain stores in Vinnin Square. Currently, the majority of retail needs of residents in Swampscott can be met within the town, especially in food, groceries, and clothing. Although many retail needs can be met in town, retailers in Swampscott are exceedingly vulnerable to regional competition. For example, during **Swampscott 2025** public forums, residents expressed that they are more likely to meet their demands for shopping and dining in neighboring downtowns such

as Marblehead and Salem. Reasons most cited include Marblehead and Salem's comparatively more vibrant downtown environments and more desirable retail mix. Capturing more local spending should be a priority.

Swampscott's retail sector is concentrated in three areas: the Humphrey Street waterfront corridor, Vinnin Square, and the commuter rail station area.

### Humphrey Street

Humphrey Street is Swampscott's "historic downtown" which was the community's heart during its earlier days as a fishing community. The economic center has been retained over the centuries up to current day. The corridor features numerous small retailers in a location adjacent to the waterfront amenities including beaches and the harbor. Although the area features several successful retailers and restaurants, the corridor currently lacks an identity, can be difficult to maneuver (by foot, bicycle and car), is not visually cohesive, and does not maximize its strengths – the waterfront and regional automobile traffic. However, Humphrey Street holds potential to become a more attractive destination – for residents and tourists alike. This could be accomplished both by improving the physical environment and through greater promotion and business attraction efforts. Currently, there are no marketing efforts specifically targeted to Humphrey Street amenities. Targeted efforts must be made

**Table 6: Projected Employment 2012-2022, North Shore Workforce Investment Area**

Occupation	Employment 2012	Employment 2022	Change	% Change
Home Health Aides	1,857	2,586	729	39.3%
Cooks, Restaurant	1,549	1,955	406	26.2%
Personal Care Aides	1,129	1,482	353	31.3%
Bartenders	997	1,267	270	27.1%
Fitness Trainers and Aerobics Instructors	840	1,106	266	31.7%
Market Research Analysts and Marketing Specialists	679	873	194	28.6%
Taxi Drivers and Chauffeurs	658	884	226	34.3%
Food Servers, Non-restaurant	516	652	136	26.4%
Nurse Practitioners	355	449	94	26.5%
Amusement and Recreation Attendants	279	352	73	26.2%
Recreational Protective Service Workers	264	350	86	32.6%

Source: MA EOLWD, Job Projections 2012-2022

for the area to reach its potential. Many strategies that were recommended in the 2012 Downtown Visioning Study have been completed, but many have not yet been tackled.

### Vinnin Square

Vinnin Square is Swampscott's primary commercial base area that developed in the latter half of the 20th century and has become a local and regional retail hybrid. Although many retailers in the area are successful, the town's distance from major highways puts large retailers and grocery stores in Vinnin Square at a disadvantage in terms of accessibility. Vinnin Square retailers experience regional competition from nearby shopping centers along Route 107 in Salem, as well as from the Northshore Mall in Peabody, Liberty Tree Mall in Danvers, and Market Street in Lynnfield, all of which are immediately adjacent to highway exits.

Traffic is a concern in Vinnin Square, as is pedestrian circulation. Regional congestion is exacerbated by poor roadway design, and shopping destinations are poorly connected. Further, although the majority of "Vinnin Square" is within Swampscott's borders, a portion of the area is within Salem and to a lesser extent, Marblehead. The Town of Swampscott should consider collaborating with these two municipalities to streamline not only zoning and other regulations, but traffic improvements that can make the area more attractive and accessible to shoppers and retailers alike. Additional mixed-use

redevelopment that includes residential to make the area more village-like could also increase land values and add more potential shoppers to support a more robust and successful business mix.

### Commuter Rail Station Area

The commuter rail station area holds considerable potential for additional retail and dining sector growth. A handful of limited and full service restaurants and service-oriented businesses are scattered around the station, but the area currently lacks a sense of place and the appropriate retail mix that appeal especially to commuters and visitors that arrive by train. Moreover, among the largest opportunities to create an identity around the station area is the station itself, where a historic train depot currently stands, but is vacant due to the building's condition. The station could

#### Swampscott Train Depot



*Credit: MAPC*

A number of communities in the Boston region have repurposed their train stations into successful bars and restaurants.

#### The Beverly Depot, Beverly



*Credit: Primary Research*

#### Deluxe Depot Diner, Framingham



*Credit: Framingham Downtown Renaissance*

#### Deluxe Station Diner, Newton



*Credit: Thrillist*

give the area an identity, particularly with an active use to draw customers to the area.

## Retail Opportunities

Given the importance of retail to Swampscott's current economy, there may be opportunities for additional retail and services growth. A Retail Gap Analysis was performed to explore if the potential exists for growth. A gap analysis is essentially a supply and demand study. When goods and services must be purchased outside a given trade area, this is referred to as leakage, where estimated purchases by area residents exceed estimated sales. A surplus occurs where estimated sales in a trade area exceeds expenditures by residents, indicating that customers come from elsewhere to make purchases in the area. Leakages may point to the retail categories that have the greatest potential for growth, whereas surpluses may indicate areas where certain types of stores are most attractive. As highlighted in the bullets below and in Table 7, Swampscott experiences leakages (green figures in the table) and surpluses (red) in the following:

- The town is strongest in the food, grocery and clothing categories. Local and regional demands are met mostly by two large grocery chain stores and a clothing and accessories discount store in Vinnin Square. These stores generate a surplus of more than \$170 million annually. However, potential for small-scale specialty food and liquor stores exists, where a leakage of

**Table 7: Retail Gap Analysis**

Industry Group	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	# of Businesses
<b>Total Retail Trade</b>	\$248,171,096	\$180,360,760	\$67,810,336	
Food & Beverage Stores	\$49,829,465	\$126,142,372	-\$76,312,907	12
Grocery Stores	\$42,241,246	\$122,501,585	-\$80,260,339	5
Specialty Food Stores	\$2,025,708	\$496,786	\$1,528,922	4
Health & Personal Care Stores	\$24,666,367	\$7,425,534	\$17,240,833	7
Clothing & Clothing Accessories Stores	\$19,265,809	\$25,002,932	-\$5,737,123	14
Clothing Stores	\$14,175,243	\$22,578,423	-\$8,403,180	12
Shoe Stores	\$2,421,320	\$674,269	\$1,747,051	1
Jewelry, Luggage & Leather Goods Stores	\$2,669,246	\$1,750,240	\$919,006	1
General Merchandise Stores	\$26,665,740	\$632,736	\$26,033,004	1
Miscellaneous Store Retailers	\$6,472,195	\$5,277,574	\$1,194,621	14
Office Supplies, Stationery & Gift Stores	\$2,405,349	\$4,366,450	-\$1,961,101	4
Used Merchandise Stores	\$1,171,354	\$136,999	\$1,034,355	1
Other Miscellaneous Store Retailers	\$2,463,172	\$450,352	\$2,012,820	6
<b>Total Food &amp; Drink</b>	\$29,498,571	\$21,441,872	\$8,056,699	
Food Services & Drinking Places	\$29,498,571	\$21,441,872	\$8,056,699	24
Full-Service Restaurants	\$15,285,420	\$11,843,407	\$3,442,013	10
Limited-Service Eating Places	\$11,829,721	\$9,464,831	\$2,364,890	13
Special Food Services	\$1,473,812	\$0	\$1,473,812	0
Drinking Places - Alcoholic Beverages	\$909,618	\$133,634	\$775,984	1

Source: ESRI 2015



approximately \$4 million is estimated.

- Swampscott experiences the highest amount of leakage in general merchandise and specialty retail, such as gifts and hobby stores. These smaller retailers are often located in downtown, pedestrian-oriented environments such as those found in Marblehead and Salem. The current estimated amount of leakage in this type of retail is between \$60 and \$70 million annually. The most suitable location for specialty retail is the Humphrey Street waterfront, where there is greater foot traffic, but also automobile traffic, in particular, traffic destined for Marblehead. Capturing spending from this traffic is essential to increase opportunity along Humphrey Street.

- Swampscott is underserved in all food and drinking categories, with an estimated leakage of \$16 million. In comparison, Marblehead has nearly triple the amount of leakage (\$65 million), despite having more food and drinking places than Swampscott. This indicates that both Swampscott and Marblehead residents are likely dining out of town frequently. Meanwhile, nearby Salem has a strong dining scene that attracts diners from the greater Boston area, with an estimated surplus of \$10 million. These figures suggest that Swampscott's location between these two communities may be advantageous, potentially capturing a share of the dining market in the larger, regional trade area. Creating a cluster of eating and drinking places would further strengthen

Swampscott's opportunity to capture more food establishment spending.

## Sales

In addition to performing the gap analysis, sales at existing Swampscott establishments were analyzed using 2007 Economic Census (latest available data). The key finding shows that total retail sales per capita in Swampscott are low - \$12,119 per capita compared to \$13,421 for Essex County as a whole. In fact, sales per capita for all sectors in Swampscott are lower than the County. This suggests that businesses may be underperforming.

Given rising regional competition, Swampscott's needs to find ways to

leverage its location between larger population centers (e.g. Salem, Lynn, Peabody), and along the waterfront to enhance its appeal to consumers and high-quality retailers. Interviews with local business owners revealed that Swampscott has a long-standing reputation of being a difficult place to start a business due to its complex regulatory practices and the absence of local support. Overcoming this perception would be important in improving the town's economic environment to attract new, small businesses. However, it should be noted, that newer businesses generally felt the Town has been cooperative and responsive, and that relations with the Town have improved. Further, there is little to no business promotion in town, no organization or even subgroup of the Chamber,

**Table 8: Sales Per Capita**

Industry	Swampscott		Essex County	
	Total Sales	Sales per Capita	Total Sales	Sales per Capita
Wholesale trade	\$8,012	\$578	\$12,405,726	\$16,951
Retail trade	\$168,000	\$12,119	\$ 9,822,136	\$13,421
Real estate and rental and leasing	\$9,421	\$680	\$584,100	\$798
Professional, scientific, and technical services	\$12,942	\$934	\$2,376,056	\$3,247
Administrative and support and waste management and remediation services	\$10,684	\$771	\$1,348,358	\$1,842
Health care and social assistance	\$50,203	\$3,622	\$4,272,017	\$5,837
Arts, entertainment, and recreation	\$2,947	\$213	\$337,602	\$461
Accommodation and food services	\$19,293	\$1,392	\$1,301,497	\$ 1,778

Source: US Economic Census, 2007

specifically charged with promoting Swampscott's retail offerings. This puts Swampscott at a distinct disadvantage, particularly given nearby towns promote their retail establishments and downtown centers very successfully.

## ***Tourism***

Swampscott's seaside location is a major advantage in generating more economic activity through tourism. The Humphrey Street waterfront has unrealized potential for tourism and does not lack places of interest. In fact, in addition to scenic vistas, the corridor is lined with parks, the Olmsted Historic District, and architectural landmarks such as the Fish House. Existing small boutique stores, cafes, and restaurants add to the appeal of the waterfront environment, and more offerings would benefit the area. However, the area lacks variety in water-based recreation to draw and encourage people to explore what the area has to offer. In addition to existing surfing and paddle boarding, which are both available through a popular surf shop on Humphrey Street, kayak rentals, boat and walking tours are ways that the town can feature its unique character and rich history to attract and retain repeat tourists. The town could also leverage its rich maritime history to increase tourism. Most notably, heritage tourism could draw more visitors to town. Opportunities could include historic districts and landmark tours, boat tours and rentals, and especially festivals that celebrate Swampscott's rich maritime

### ***Barefoot Hawaiian Beach Party on Fisherman's Beach***



*Credit: Danielle Strauss*

### ***Car Show on Town Hall Lawn***



*Credit: Jim Olivetti*

history could attract visitors to town. This could include a lobster festival (the lobster "pot" – trap – was invented in Swampscott), or dory races to draw more people. (See the Historic and Cultural Resources chapter for more.)

## **Lodging**

The absence of lodging options along the Humphrey Street waterfront is a missed

opportunity. A hotel, inn, bed & breakfast, or combination of these amenities could serve as anchors to area business, bringing in a steady stream of visitors not only for nightly or weekend stays, but for small conventions, weddings, or other social functions.

One of the last remaining hotels or inns in town, the New Ocean House, was destroyed by fire in 1969 and the site has since been replaced by condominiums. However, despite the lack of accommodation options in Swampscott, the town does hold promise for a mid-sized establishment, and especially for bed & breakfasts or inns that offer a more authentic experience where visitors can fully immerse themselves in local heritage and architecture that is highly valued by locals. Boutique-style lodging is popular in both Marblehead and Salem, communities where tourism is a strong local industry. Further, during Master Plan public forums, Swampscott residents repeatedly suggested that these establishments would help to boost a local tourism industry.

## **Restaurants**

Food establishments and small retail are essential drivers of a local tourism industry. High quality retail and dining such as specialty stores and fine dining can draw regional visitors. These establishments stand to have the most economic benefit from increased tourism along the Swampscott waterfront. Moreover, the Town can see increased revenue through local options meals and rooms taxes. In

2014, Swampscott received more than \$237,000 in meals tax receipts, an increase of 23% since the tax went into effect in 2012. However, despite having adopted the local rooms tax in 1989, Swampscott has not had any notable receipts through this revenue stream due to the lack of local accommodations. This is a missed opportunity.

### ***Healthcare***

As noted previously, healthcare jobs in Swampscott are important to the local economy, and rank second only to retail. Of these 700+ jobs, the majority are found in smaller medical practices, many of which are affiliated with North Shore Medical Center in nearby Salem. Several of these offices are located in and around Vinnin Square, which is a short drive to the hospital.

Although community members at Master Plan meetings prioritized tourism and retail for future economic growth, healthcare should be among the key sectors targeted for growth, particularly given the aging of the community and recent growth of assisted living facilities in Swampscott. Growing existing practices, and/or attracting more medical and healthcare jobs would not only address local healthcare needs of an aging population, it would add additional commercial development in town, and provide more local jobs to potentially attract more younger households – who increasingly wish to live close to work – that are needed to support Swampscott's tax

base.

### ***Community Marketing and Promotion***

Community marketing and promotion is crucial to any community's economic strategy, particularly communities in which tourism and retail are key industry segments. Currently, there is little to no marketing taking place for Swampscott, either to attract new businesses, or to attract visitors. It's not perceived to be a destination.

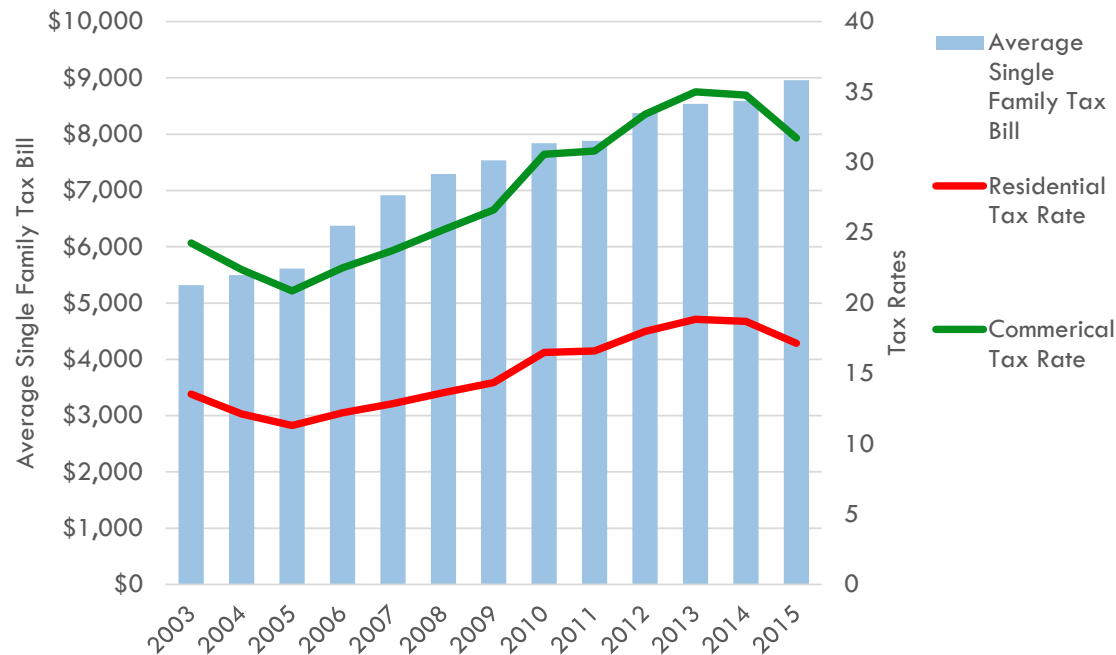
Fortunately, Swampscott is part of the Essex National Heritage Area as well as the Lynn Area Chamber of Commerce. These two organizations can offer assistance in marketing Swampscott as a destination for tourism, retail and dining through their existing networks throughout the North Shore. Unfortunately, interviews conducted with local business owners revealed that resources offered by these economic development and tourism organizations are not leveraged. Additionally, there is a lack of effort made to attract new business to Swampscott. And while the Chamber can be an effective partner to help attract businesses to the community, greater municipal efforts are likely needed. This could be accomplished through a local committee, business organizations, a town staff member, or combination.

### ***Fiscal Conditions***

Swampscott's Town revenue is highly dependent on property taxes which account for 74% of its revenue stream. The town has split tax rates for residential (\$17.15 per \$1,000 assessed value in FY 2015) and commercial/industrial/personal (CIP) properties (\$31.73 per \$1,000 assessed value in FY 2015). Despite having a higher CIP tax rate, 88% of property taxes are collected from residential tax receipts, while commercial/industrial properties contribute 9%. While local revenue increases are limited by Proposition 2 ½,<sup>52</sup> rates for all property classes have steadily increased between 2005 and 2015 – a 52% increase. Nonetheless, property tax rates in FY2015 decreased to its lowest in five years without a negative impact on total levies, indicating that property values have risen in town and that the tax base continues to be strong.

The town could face financial pressures to increase local revenue as fixed costs have risen steadily over the past five years, and are likely to increase in future years. The projected total property value per capita for FY2016 is \$170,620, only slightly above the Essex county average of \$157,976. Since Swampscott is essentially a "built-out" community with few developable parcels remaining in Town, increasing land values, especially by investing in existing commercial properties will be a critical strategy in generating more revenue through property taxes.

**Figure 8: Swampscott Tax Bills vs. Tax Rates 2005 - 2015**



Source: MA Department of Revenue

Compared to surrounding North Shore communities, Swampscott has the highest tax rates, but not the highest average single family tax bill in FY2015, which indicates lower average value for single family homes (Table 9). Further, the high commercial tax rates have impacted commercial property values.

Interviews with business and commercial property owners in Swampscott showed that the town's high commercial tax rate has a negative impact on large retailers in Vinnin Square where business owners must carry any increases in commercial taxes (not the property owner due to triple net lease terms), but small businesses along

Humphrey Street feel that the benefits of being along the waterfront outweigh the disadvantages of higher taxes. Despite these differences, it would benefit business in both areas (and the train station area) to improve the overall environment in these areas through better land use, infrastructure and regulatory practices, to enhance the value and competitiveness of Swampscott business clusters with those in the region.

Looking at Town expenditures of general funds, Swampscott currently spends less on some key municipal functions that relate to economic development compared to other nearby communities. In particular, the Town only allocates 2.2% of Town revenues on

Public Works, the lowest of all North Shore communities. Thus, there is less money provided for roadway, sidewalk and other public realm improvements that contribute significantly to business accessibility (by car, bike or walking), and the overall appearance of quality public spaces. It also spends less than most communities on Culture & Recreation, which puts the Town at a significant disadvantage, both in terms of resident quality of life (e.g. recreation amenities), but especially to improve tourism. Recreation and culture are key drivers of a tourism economy. For example, with the exception of Lynn and Gloucester, Swampscott spends the least of all comparative communities.

Further discussions with the Town Treasurer revealed that Swampscott's rate of expenditure has been outpacing its revenue, contributing to a widening budget gap that is projected to amount to \$1.8 million by 2030. Moreover, the Town's expenses have consistently grown more than 2.5%, which is the annual limit for levy increases per Proposition 2 ½. Only a tenth of Swampscott's revenue is not subject to Prop 2 ½ and within Town control. Therefore, Swampscott's reliance on revenue from new growth will significantly increase in years to come. Promoting new commercial and residential growth will be required in order to close the projected budget gap over the next 10 to 15 years.



**Table 9: Tax Rates, Swampscott and North Shore Communities**

Municipality	Land Area (Sqm)	Total Assessed Value (2015, in billions)	Land Value per Capita (2014*)	Residential Tax Rate (2015)*	CIP Tax Rate (2015)*	Average Single Family Value (2015)	Average Single Family Tax Bill (2015)
Swampscott	3.10	\$2.5	\$170,620	17.15	31.73	\$522,531	\$8,961
Marblehead	4.37	\$5.3	\$263,727	11.08	11.08	\$692,165	\$7,669
Rockport	7.02	\$1.8	\$254,199	11.00	11.00	\$518,820	\$5,707
Manchester	7.79	\$2.2	\$433,642	10.84	10.84	\$1,027,424	\$11,137
Salem	8.33	\$4.2	\$99,497	16.41	30.99	\$304,368	\$4,995
Lynn	11.55	\$5.8	\$61,629	16.75	33.58	\$234,567	\$3,929
Beverly	15.41	\$5.6	\$139,780	14.11	25.7	\$422,887	\$5,967
Gloucester	26.70	\$5.3	\$186,961	13.65	14.58	\$471,289	\$6,433

Source: MA DOR \*Most recent available data \*Per \$1,000 assessed value

**Table 10: FY 2014 General Fund Revenue and Expenditure by Function (% of total)**

	Total Revenue (in millions)	Expenditures											
		General Government	Police	Fire	Other Public Safety	Education	Public Works	Human Services	Culture & Recreation	Debt Service	Fixed Costs	Intergovernmental	Other Expenditures
Swampscott	\$54.9	4.1%	6.7%	6.0%	1.3%	47.5%	2.2%	2.7%	1.3%	9.8%	17.4%	1.0%	1.1%
Beverly	\$109.4	4.6%	6.3%	5.3%	0.9%	45.6%	4.3%	1.4%	2.7%	6.3%	16.7%	2.1%	3.8%
Gloucester	\$97.0	4.3%	6.1%	7.2%	0.6%	34.4%	11.4%	1.0%	0.9%	10.8%	18.6%	4.1%	0.7%
Lynn	\$286.2	2.8%	8.5%	7.3%	6.4%	50.6%	5.8%	0.6%	0.6%	5.0%	12.5%	0.0%	0.0%
Manchester	\$25.9	4.6%	6.3%	5.0%	0.4%	52.1%	7.9%	1.1%	2.4%	6.1%	9.9%	0.6%	3.8%
Marblehead	\$70.3	3.1%	5.0%	4.5%	0.7%	46.0%	6.8%	0.8%	2.7%	7.0%	18.5%	3.9%	1.0%
Rockport	\$26.0	8.2%	6.6%	1.0%	1.8%	41.2%	9.2%	0.7%	2.4%	4.5%	20.2%	2.6%	1.6%
Salem	\$130.7	3.9%	7.2%	6.2%	0.9%	42.3%	3.4%	1.0%	1.9%	5.8%	18.3%	4.5%	4.2%
MA	\$15.2 billion	5.0%	7.2%	5.2%	1.2%	45.4%	5.6%	1.5%	1.9%	6.3%	12.0%	3.2%	5.6%

Source: MA DOR

# Workforce

## Labor Force and Education

Swampscott's labor force is highly educated. 67% of residents over the age of 25 have a bachelor's degree or higher, which exceeds both the county (45%) and the state (47%) (Figure 6, page 8). Since educational attainment is positively correlated with income levels, working adults in Swampscott have stronger spending power and therefore more economic impact when compared to other communities.

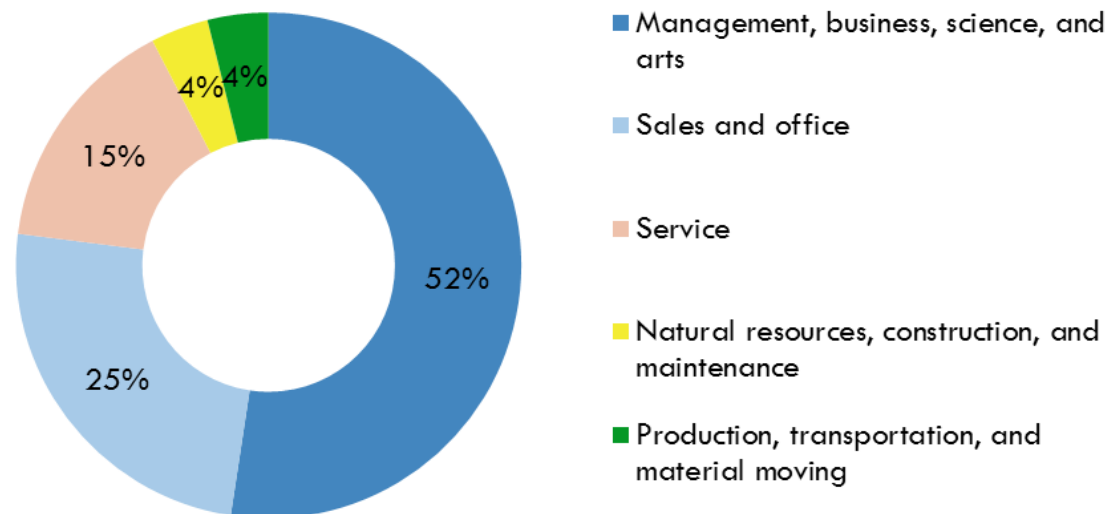
## Resident Occupations

High educational attainment is also reflected in worker occupations; more than half of Swampscott residents are employed in high-skill, high-wage management and professional occupations. The majority (58%) of employed residents work in three sectors: education, health care, and social services; professional, scientific, and management services; or finance, insurance, and real estate.

High education and income levels typically correlate with a low unemployment rate. Swampscott's unemployment rate in 2014 was 4.1%, lower than Essex County and the state (both 5.7%).

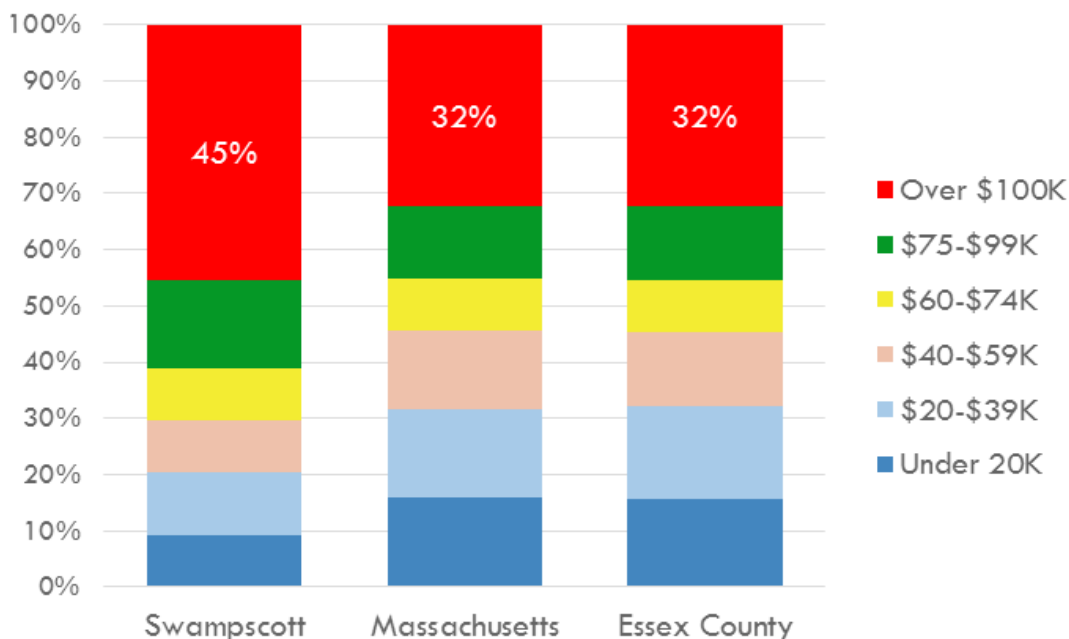
The majority of Swampscott highly-educated and skilled residents work outside of town. 1 in 5 people in the local workforce (22%) commute to Boston for employment,

Figure 9: Resident Occupation Breakdown



Source: ACS 2009-2013 Estimates

Figure 10: Annual Household Income



Source: ACS 2009-2013 Estimates

and 1 in 3 (30%) work in adjacent North Shore communities: Lynn (12%), Marblehead (2%), Salem (8%), Beverly (4%), and Peabody (4%). Approximately 15% of the local labor force work in Swampscott.

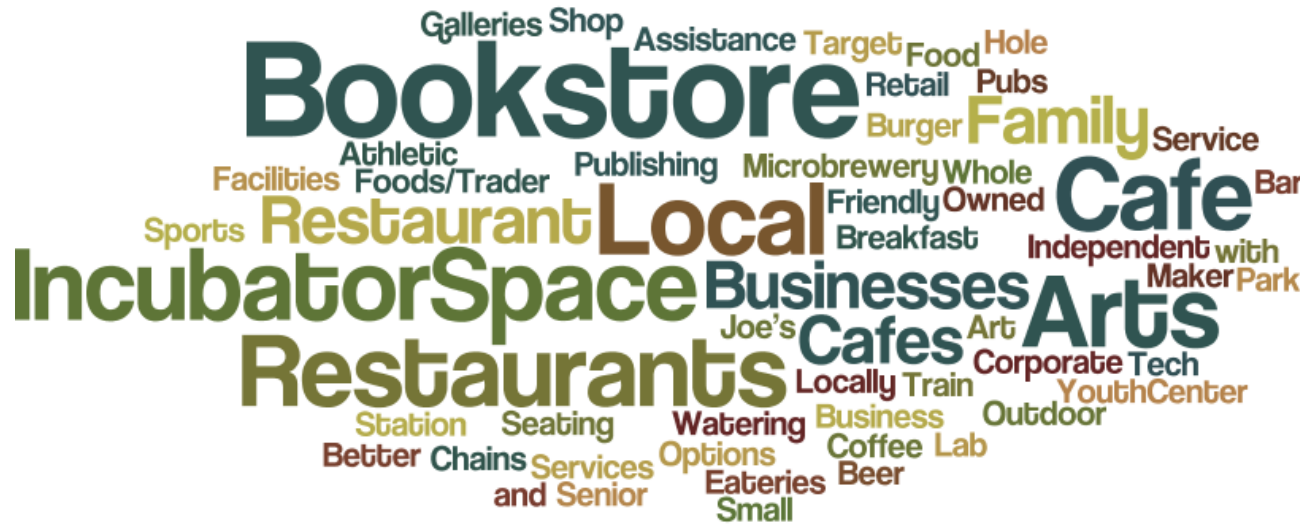
## Public Input

[Master Plan Visioning Forum and Master Plan Public Forum 2: Housing, Economic Development, Historic and Cultural Resources](#)

Through research conducted and feedback gathered at public forums during the master planning process, Swampscott's key economic strengths and weaknesses were identified. These were translated into opportunities for local economic development.

Strengths	Weaknesses	Opportunities
<ul style="list-style-type: none"> <li>• High quality of life with well-established residential neighborhoods and many open space and recreational amenities.</li> <li>• The waterfront – especially the town's high quality beaches – is a major draw.</li> <li>• Commuter rail station provides easy access to and from Boston and points North.</li> <li>• The town's small scale and connected street networks make it very walkable.</li> <li>• Community pride steeped in history and culture.</li> <li>• Well-established regional retail center in Vinnin Square.</li> <li>• Proximity to major professional and educational institutions in the North Shore.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of a cultural or social center, town identity.</li> <li>• Swampscott is perceived as not businesses friendly. Coordination between businesses, economic development organizations, and local government can be improved.</li> <li>• High commercial tax rate.</li> <li>• Open space and recreational amenities are not well connected; can be enhanced through improved pedestrian and bicycle infrastructure.</li> <li>• Less variety in small-scale restaurants and stores than other communities of similar size; prone to retail leakage as a result.</li> <li>• Lack of a hotel or inn to anchor the tourism industry.</li> <li>• Little collaboration with adjacent communities in land use and transportation policy-making.</li> </ul>	<ul style="list-style-type: none"> <li>• Promote local heritage as a way to attract tourists.</li> <li>• Create a greater range of water-based recreational activities.</li> <li>• Encourage development of inns and/or B&amp;Bs.</li> <li>• Establish a local merchants association to improve relationships between businesses, economic development organizations, and Town Hall.</li> <li>• Improve marketing of Swampscott: heritage, businesses, and amenities.</li> <li>• Continue to support and build local dining scene, especially along Humphrey Street.</li> <li>• Invest in bicycle and pedestrian infrastructure to improve connectivity of recreational amenities and commercial areas.</li> <li>• Strengthen relationships with adjacent communities to capitalize on the benefits of regional assets.</li> </ul>

Figure 11: What kind of businesses would you like to see in Swampscott?



***"Promoting tourism in town would bring benefits to the community as a whole."***

***"Humphrey Street needs a facelift. There is decent diversity in businesses, but the town can work to attract more."***

***"Encourage bed and breakfasts."***

***"Develop Swampscott station! Our train link to Boston is a fabulous asset that is being ignored."***



## Recommendations

<b>Goal ED.1:</b> Maximize benefits of Swampscott's geographic location as a coastal community and public transportation access to Boston to attract new economic investment.
<b>Strategy ED.1.1:</b> Attract new investment in existing opportunities in local industries and properties.
<b>Action ED.1.1.2:</b> Establish financial incentives for redevelopment – multifamily residential, mixed use – along Humphrey Street, in Vinnin Square, and around the Swampscott train station where market opportunities are strongest. For example, tax increment financing (TIF) or density bonuses.
<b>Action ED.1.1.3:</b> Establish financial incentives to attract businesses in key existing and emerging industries such as retail and tourism, such as tax increment financing and relocation bonuses.
<b>Action ED.1.1.4:</b> Conduct a market analysis to understand and capitalize on residential and commercial market conditions in key investment areas such as Vinnin Square, Humphrey Street, and the train station area.
<b>Action ED.1.1.5:</b> Make business development regulatory processes more friendly and transparent to better attract desired investment.
<b>Action ED.1.1.6:</b> Explore opportunities for development of a new hotel along the waterfront with conference and function facilities.
<b>Strategy ED.1.2:</b> Retain existing businesses in key industries, such as retail and tourism.
<b>Action ED.1.2.1:</b> Establish a "Main Streets" type organization: a Downtown Swampscott Subcommittee within the Lynn Area Chamber of Commerce and/or a Humphrey Street Business Improvement District to market and generate funds for physical improvements along the waterfront.
<b>Action ED.1.2.2:</b> Establish a facade improvement program where small, competitive grants are given to small, local businesses to make cosmetic updates to storefronts.
<b>Action ED.1.2.3:</b> Organize workshops and technical assistance programs for downtown businesses.
<b>Goal ED.2:</b> Invest in the tourism industry with more amenities and programming year round.
<b>Strategy ED.2.1:</b> Promote existing cultural, open space and recreational amenities.
<b>Action ED.2.1.1:</b> Make the town more navigable by installing wayfinding signage to the waterfront, train station, and natural and cultural resources.
<b>Action ED.2.1.2:</b> Improve multi-modal connectivity between the commuter rail station, commercial areas, and open space through infrastructure improvements.

<b>Goal ED.3:</b> Attract more visitors and investments to Swampscott.
<b>Strategy ED.3.1:</b> Improve marketing of Swampscott locally and regionally.
<b>Action ED.3.1.1:</b> Develop a comprehensive branding and marketing strategy for the Town of Swampscott to attract new visitors and businesses.
<b>Action ED.3.1.2:</b> Leverage relationships with economic development and tourism entities to promote Swampscott as both a tourist destination and a business-friendly community.
<b>Action ED.3.1.3 :</b> Involve residents and business owners on the design of wayfinding and signage throughout town.
<b>Action ED.3.1.4:</b> Continue to hold and develop signature and pop-up events downtown and in the town's public open space to attract visitors year-round, such as festivals and movie nights.
<b>Strategy ED.3.2:</b> Improve the waterfront streetscape.
<b>Action ED.3.2.1:</b> Install pedestrian scale street lighting along Humphrey Street.
<b>Action ED.3.2.2:</b> Complete a street tree inventory and tree planning and replacement program along Humphrey Street.
<b>Action ED.3.2.3:</b> Incorporate low impact development features such as streetscape bio-retention that could add to street aesthetics.
<b>Strategy ED.3.3:</b> Improve physical and visual access to waterfront amenities.
<b>Action ED.3.3.1:</b> Improve beachfront access through well-designed signage and welcoming entry plazas.
<b>Action ED.3.3.2:</b> Encourage new developments along the waterfront - especially dining and lodging establishments - to consider incorporating visual access of the waterfront, such as roof decks or balconies.
<b>Goal ED.4:</b> Build organizational capacity to advocate for continued revitalization and stronger growth in Swampscott's commercial areas.
<b>Strategy ED.4.1:</b> Improve communication and coordination between town entities.
<b>Action ED.4.1.1:</b> Establish a Town Committee (or working group) charged with creating a more favorable economic development climate in Swampscott.
<b>Action ED.4.1.2:</b> Collaborate with adjacent communities to streamline land use policies and design standards, especially in Vinnin Square and along Humphrey Street.
<b>Action ED.4.1.3:</b> Hold regular business owner workshops to develop stronger lines of communication between Town Hall and businesses to better identify and respond to business needs and interests.

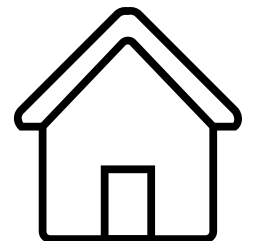
# 5. HOUSING

## Key Findings: Demographics Introduction

- Swampscott's households have grown in number over the last 20 years, and growth is projected to continue with up to 470 additional households over the next 20 years.
- Swampscott's population is aging, and the majority of household growth will be households headed by persons 60 and older.
- Senior households will make up over half of total households by 2030.
- The majority of Swampscott's households are families, but only 30% have children (living at home).
- Median household incomes in Swampscott are over \$90,000 annually, the second highest of all communities in its sub-region, and significantly higher than the County and State medians.
- A third of senior households have an annual income of less than \$40,000.
- Swampscott School District students with low-income status (those who qualify for free or reduced lunch) has increased significantly over the last decade, from 3.5% of total enrollment in 2003-2004 school year to 14.5% in the 2013-2014 school year.

In concert with the Swampscott Master Planning process, the Town contracted with MAPC to complete a Housing Production Plan (HPP). A HPP is a community's proactive step in planning for and developing affordable housing consistent with Chapter 40B<sup>53</sup>. By adopting a HPP, communities are much more likely to achieve their affordable housing and community planning goals. A HPP also gives communities more control over comprehensive permit applications for a specific period of time.

This chapter includes Swampscott's housing needs assessment grounded in a thorough examination of Swampscott's demographic profile. An analysis of the current population, household composition, race and ethnicity, and educational attainment provides insight into existing housing need and demand. Projections of Swampscott's future residential composition help inform housing planning efforts. In order to understand how the town compares to its neighbors, Swampscott data is compared to several surrounding and nearby communities – its sub-region, to Essex County, and to Massachusetts. Ultimately, this assessment will provide the framework for housing production and preservation goals and strategies to address local housing needs and projected demand in the Swampscott Master Plan.



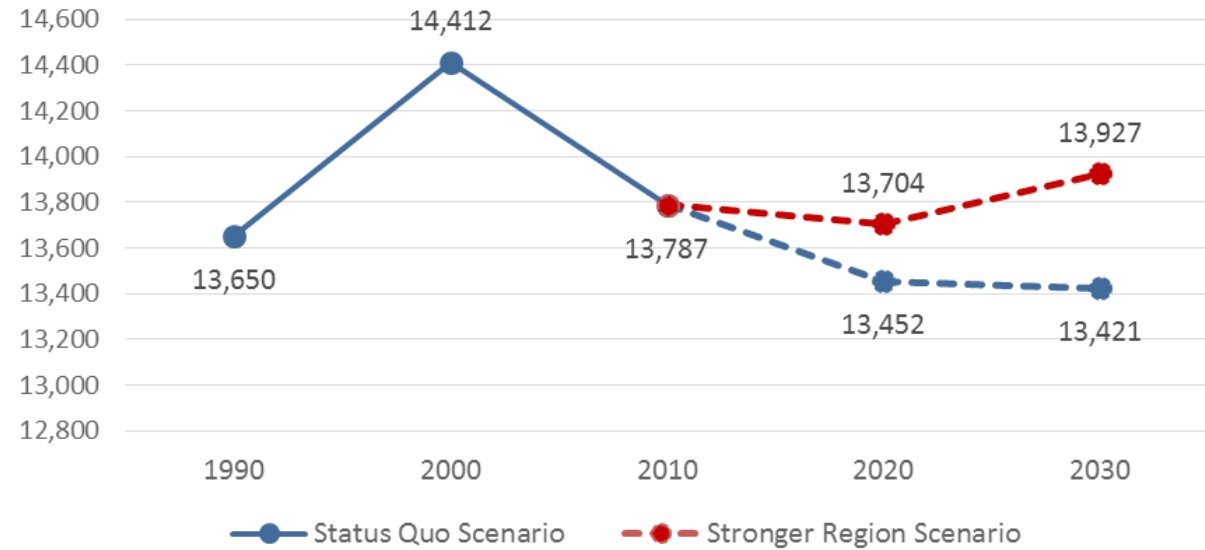
## Population

Swampscott's population has grown only 1% since 1990. A spike in population growth (5.6%) occurred in 2000, but has declined since then (-4.3%). MAPC projections for 2020 and 2030 indicate the town's population will continue to shrink. These projections reference two scenarios: a Status Quo scenario based on continuation of recent trends in migration, housing occupancy, and location preference; and a Stronger Region scenario that assumes increased attraction and retention of young workers and slightly increased preference for urban settings and multi-family housing.

MAPC's Status Quo scenario projects a marginal decrease of 366 residents (-2.7%) over the time period from 2010-2030. Under the Stronger Region scenario, should Swampscott continue to retain and attract younger households, the town is projected to add 140 (1%) in population during the same period. However, in both scenarios, the number of households is projected to increase due to decreasing household sizes. (See Household Composition section later in this document for more information.)

As is characteristic of many municipalities in the MAPC region, Swampscott's population is growing older, a result of the aging of the Baby Boomers. The greatest anticipated population growth between 2010 and 2030 will be those 65 years and older, projected by MAPC to nearly double from 2,448 to 4,036 residents (64.9%) by 2030. Meanwhile,

**Figure 12: Population Change and Projections, 1990-2030**



Source: U.S. Census; MAPC Projections

**Table 11: Swampscott Population Change by Age (Stronger Region Scenario), 1990-2030**

Age	1990	2000	2010	2020	2030	Change 2010-2030	% Change 2010-2030
1-4	784	920	749	661	707	-42	-5.6%
5-19	2,273	2,762	2,649	2,271	2,153	-496	-18.7%
20-34	2,766	1,893	1,578	1,839	1,758	180	11.4%
35-54	3,959	4,889	4,255	3,443	3,581	-674	-15.8%
55-64	1,346	1,399	2,108	2,262	1,692	-416	-19.7%
65-74	1,310	1,066	1,114	1,841	1,990	876	78.6%
75+	1,212	1,483	1,334	1,385	2,046	712	53.4%

Source: U.S. Census; MAPC Projections



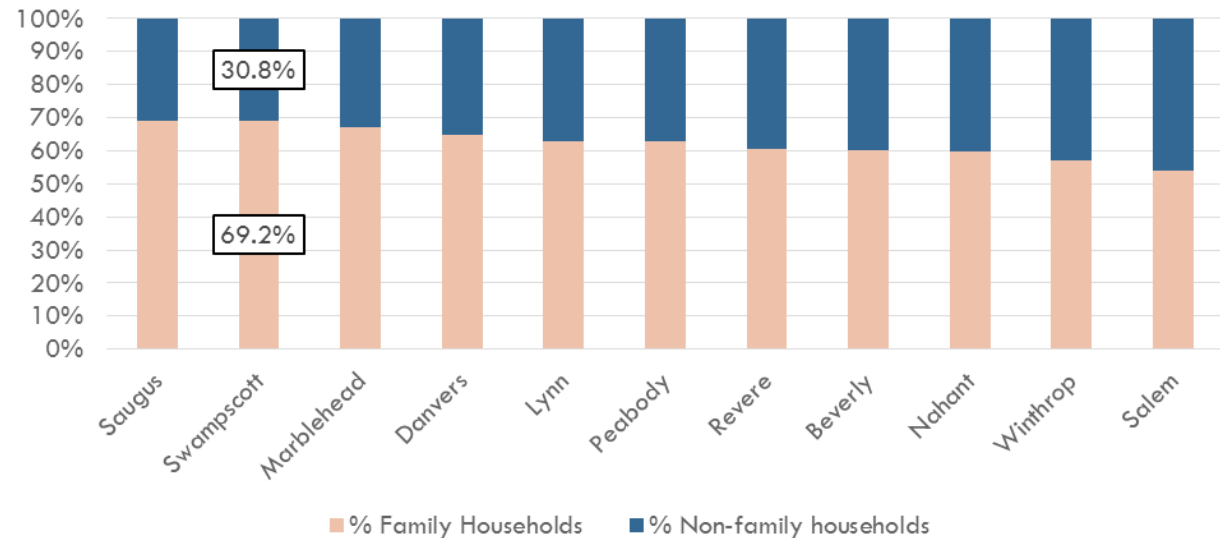
preschool and school-aged children, or those aged between 1 and 19, have declined since 2000. Under MAPC's Stronger Region scenario, this cohort is projected to shrink by 15.8%, or 538 residents, over the next two decades. Similarly, the population of adults age between 35 and 54 is projected to decrease by 674 residents (-15.8%) by 2030. Millennials 20-34, however, are projected to increase (+11%).

### Household Composition

More so than population, the number and type of households and their spending power within a community correlate to housing unit demand. Each household resides in one dwelling unit, regardless of the number of household members.

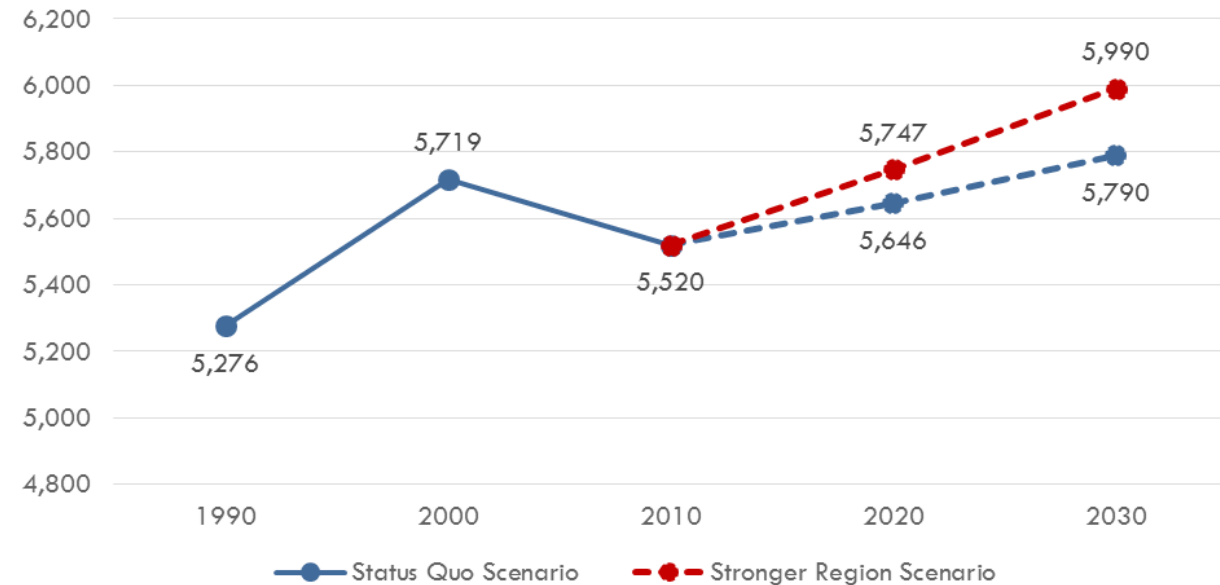
As of 2010, Swampscott is home to 5,520 households. This represents a slight decrease of 3.5% since 2000. Nevertheless, under MAPC's two scenarios, the town is projected to add between 270 and 470 households (8.5%). Population and household projections indicate that household formation will outpace population growth, suggesting a decrease in average household size due to aging households or influx of smaller families, such as young couples without children. Given growing preferences by younger and older households to live in communities that are walkable and have transit access, we suggest Swampscott should be planning towards the Stronger Region scenario.

**Figure 13: Households by Family Type, Swampscott & Ten nearest Communities**



Source: U.S. Census Bureau, 2010

**Figure 14: Total Households and Projections, 1990-2030**



Source: U.S. Census; MAPC Projections

## Family & Non-Family Households

Different household types often have different housing needs or preferences. For example, a single senior may seek a smaller dwelling unit than a household with children. A municipality's composition of household types can indicate how well suited the existing housing inventory is to current and future residents.

Swampscott's 5,520 households can be divided among families and non-families. Family households consist of two or more related persons living together, and non-family households have one person or more than one non-related persons living together. The majority of Swampscott's households are family households (69.2%). Compared to its ten nearest communities, Swampscott's rate of non-family households (30.8%) is at the lowest range in this region. This has implications for need and demand for certain housing types and housing affordability.

Of Swampscott's family households, the vast majority are married (81.3%) and many have children under the age of 18 (31% of all households). Of the non-family households, 83.9% are householders living alone. Nearly half (47%) of the single householders are 65 years of age or older.

### Head of Householder by Age

In addition to household type, the age of heads of households can indicate

Table 12: Swampscott Households by Type

	Estimate	% of Subgroup	% of Total
<b>Family Households</b>	3,820	69.2%	69.2%
With own children under 18 years	1,713	44.8%	31.0%
<b>Married-couples</b>	3,106	81.3%	56.3%
With own children under 18 years	1,388	44.7%	25.1%
<b>Male Householder, no spouse present</b>	173	4.5%	3.1%
With own children under 18 years	65	37.6%	1.2%
<b>Female Householder, no spouse present</b>	541	14.2%	9.8%
With own children under 18 years	260	48.1%	4.7%
<b>Non-Family Households</b>	1,700	30.8%	30.8%
Householder living alone	1,427	83.9%	25.9%
Aged 65 years and over	671	47.0%	12.2%
<b>Total Households</b>	5,520		

Source: U.S. Census Bureau, 2010

demand for particular unit types and sizes. Those born between 1945 and 1970, which includes Baby Boomers, will have substantial influence on household changes and housing needs in Swampscott and the Region as a whole. As of 2010, the largest group of Swampscott householders is age 45-59 (36.4%). By 2030, most age groups under 60 will see a decline in the number of households. In 2010, the largest group of heads of household was ages 45-59, making up 30.7% of all households. The size of this group is projected to decline the most by losing a third (32.2%) of householders by 2030. Householders age 60 and above are projected to increase most dramatically by 47.2% during the same period. The ability for this fast-growing cohort to downsize to

smaller housing units could have an impact on the town's future demographic profile, as younger families typically seek larger, single-family homes.

### Household Size

One factor that drives change in housing demand is decreasing average household size. In Swampscott, like many cities in the region, household size is shrinking. As the population grows and smaller households begin to form, the number of housing units needs to be built at a rate faster than the growth in households. Average household size in Swampscott decreased from 2.48 people per household in 2000 to 2.46 in 2010. Owner-occupied household size also

**Table 13: Head of Household by Age and Projections (Stronger Region Scenario)**

Age of Householder	2010	2020	2030	Change 2010-2030	% Change 2010-2030
15 -29	229	252	207	-22	-9.6%
30 - 44	1,175	1,138	1,319	144	12.3%
45 - 59	2,011	1,673	1,364	-647	-32.2%
60 - 74	1,266	1,808	1,785	519	41.0%
75+	838	877	1,312	474	56.6%
<b>Total</b>	<b>5,519</b>	<b>5,748</b>	<b>5,987</b>	<b>468</b>	<b>8.5%</b>

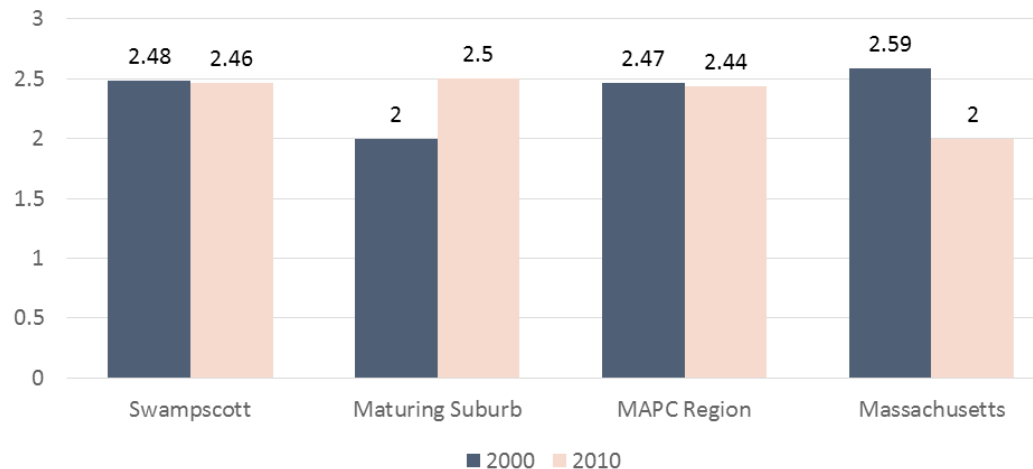
Source: U.S. Census Bureau; MAPC Projections

**Table 14: Average Household Size and Projections (Stronger Region Scenario)**

Tenure	2000	2010	2020	2030
Overall Households	2.48	2.46	2.35	2.29
Owner-Occupied Households	2.64	2.62		
Renter-Occupied Households	1.94	1.95		

Source: U.S. Census Bureau, MAPC Projections

**Figure 15: Average Household Size, 2000-2010**



Source: U.S. Census Bureau

decreased, from 2.64 to 2.62, while renter-occupied households increased slightly in size, from 1.94 to 1.95. Shrinking household size is a trend that is projected to continue in Swampscott, declining to 2.29 people per household by 2030.

Swampscott's decreasing household size during this period is consistent with trends in similar community types, the MAPC region, and Massachusetts. While Swampscott's average household size in 2010 is consistent with communities in the region, it is larger than that of the Commonwealth.

## Race & Ethnicity

The racial and ethnic composition of Swampscott has changed over the last decade. While it is still a majority-white population, dropping from 96.6% to 93% between 2000 and 2010, minority presence is increasing. During this time, Swampscott has experienced notable increases in the number of Asian (169%), Hispanic (94%), and African-American (48%) populations. While these minority populations are still small in number, collectively making up 7% of the total population (compared to 3.4% in 2000), they represent a growing residential base whose housing preferences and needs may become a major factor in driving future housing demand and affordability.

## Education

### Enrollment

Enrollment in the Swampscott School District provides additional insight into recent population and economic trends within town. The town had its peak enrollment in the 2006-2007 school year of 2,435 students<sup>54</sup>. Between 2007-2010, school enrollment experienced the most decline of an average 4.7%, or a loss of 111 students. Since then, enrollment has slowly recovered but yet to achieve pre-recession numbers.

Between 2003 and 2014, the proportion of minority student population has almost tripled as the town's population has become more ethnically and racially diverse during this time period.

The low-income student population has also increased; as of 2014, 15.4% students has low-income status, compared to just 3.5% in 2003. This may indicate a growing need for more affordable housing options in town, particularly since as described later in this document, there are few deed-restricted affordable units in town, and many households are cost burdened.

### Educational Attainment

In Swampscott, more than half (57.9%) of residents have earned a bachelor's degree or higher educational attainment, which is comparatively higher than the MAPC Region (47.9%) and state (39.4%). On the other end of the spectrum, the rate of incomplete high school education is very low at only 3.4%. The higher levels of education is consistent with the higher incomes in town discussed in the following section.

**Table 15: Swampscott School District Enrollment**

Year	Total Enrolled	Change f/ Previous Year	Minority	English Language Learner	Low English Proficiency	Low-In- come Status
2013-14	2,293	0.4%	14.8%	0.2%	0%	15.4%
2012-13	2,283	0.3%	16.5%	0.2%	0%	15.2%
2011-12	2,277	0.2%	11.6%	0.3%	0%	12.8%
2010-11	2,273	0.8%	10.4%	0.0%	0%	11.4%
2009-10	2,256	-1.0%	9.6%	0.5%	0%	9.0%
2008-09	2,279	-3.7%	8.3%	0.8%	0%	8.4%
2007-08	2,367	-2.8%	8.0%	0.8%	0%	8.8%
2006-07	2,435	1.7%	8.4%	0.7%	0%	7.9%
2005-06	2,395	-0.5%	6.2%	0.5%	0%	8.7%
2004-05	2,408	1.1%	6.2%	0.3%	0%	3.5%
2003-04	2,382	n/a	5.5%	0.5%	0%	3.5%

Source: MA Department of Elementary and Secondary Education

**Table 16: Educational Attainment**

	High School without Diploma	High School Diploma	College without Degree	Bachelor's Degree or Higher
Swampscott	3.4%	15.5%	14.6%	57.9%
MAPC Region	9.1%	22.3%	14.5%	47.9%
Massachusetts	10.6%	25.8%	16.5%	39.4%

Source: U.S. Census Bureau, American Community Survey 2009-2013

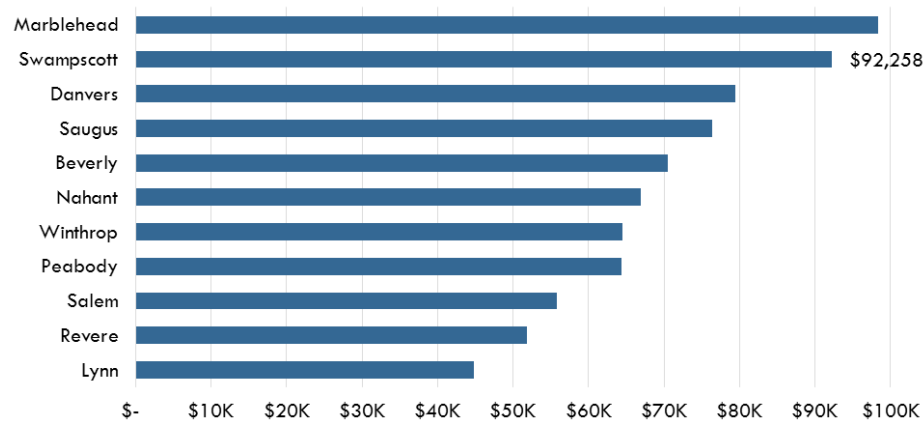
### **Household Income**

Household income is an important determinant of how much a household can afford to pay for their dwelling unit, either to rent or own, and also whether that household may be eligible for housing assistance. Compared to its ten nearest

communities, Swampscott has the second highest median household income in this region. Figure 16 shows that as of 2013, median household income is estimated at \$92,258. Median family income is higher \$113,456 while median non-family income (which includes single-person households such as individual seniors) is much lower at \$45,205.

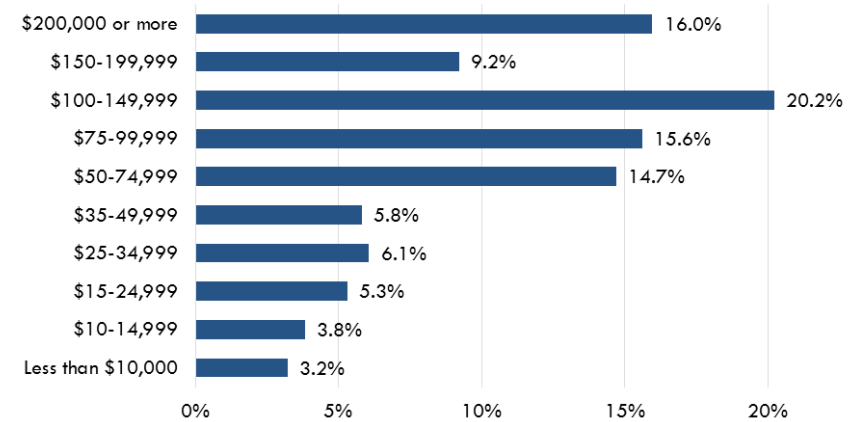


**Figure 16: Median Household Income in Surrounding Communities**



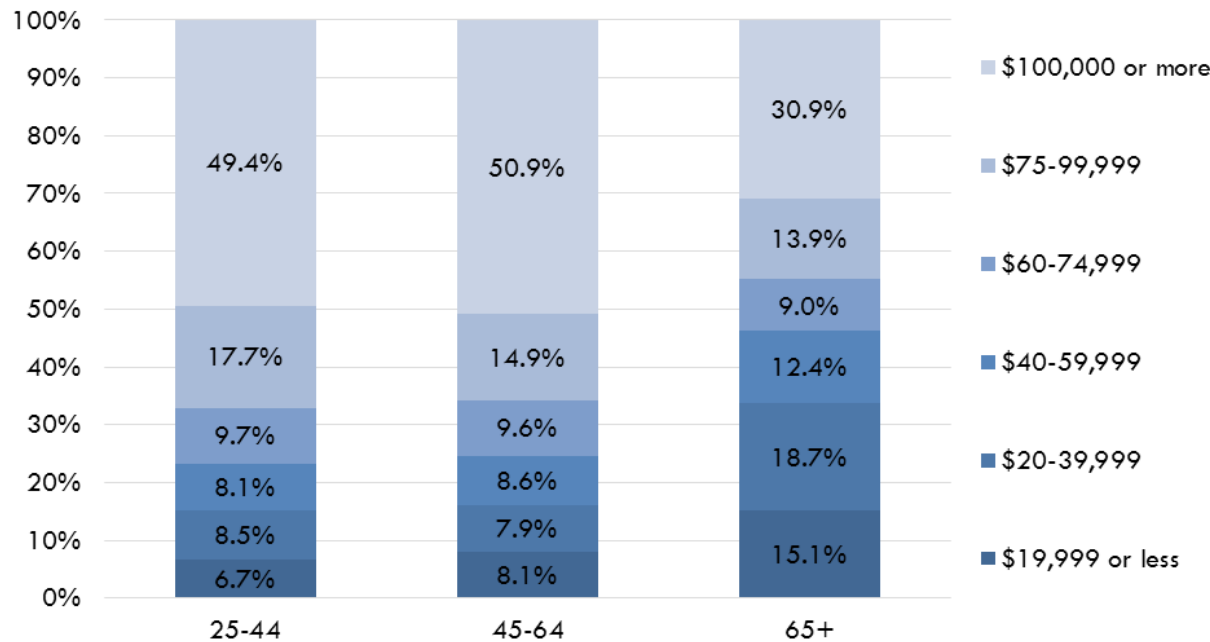
Source: U.S. Census Bureau, ACS 2009-2013 Estimates

**Figure 17: Household Income Distribution**



Source: U.S. Census Bureau, ACS 2009-2013 Estimates

**Figure 18: Income by Age of Householder**



Source: U.S. Census Bureau, ACS 2009-2013 Estimates

Swampscott is an affluent community; 45.4% of all households earn more than \$100,000 annually. However, about one in ten (12.4%) of the town's households earn less than \$25,000 annually. Swampscott's income spread is dramatically different among senior householders than those under the age of 65. About half of householders age 25-44 and 45-64 earn \$100,000 or more annually, while only about a third of senior householders have the same annual income. Another third of senior householders earn \$39,999 or less annually. Given the projected increase in senior households, and as many leave the workforce, more senior households earning below \$40,000 per year are likely. This will impact their housing options and choices.

## Key Findings: Housing Stock

The following section examines Swampscott's current housing supply and how it has changed over time. Understanding housing type, age, tenure, vacancy, and recent development will contribute to an understanding of current need and demand in Swampscott and thereby help inform future housing production planning.

- Nearly 70% of all housing units in Swampscott are single family structures, and over 80% are either single or two-family structures.
- 10% of units are in larger multifamily structures, most of which are condominiums.
- Swampscott's housing stock is relatively old. Over 50% of housing units were constructed prior to World War II. Many of these likely have accessibility issues.
- Most Swampscott households own their home – over 70% are owner occupied.
- Swampscott's housing market is extremely tight with only 1% or units vacant.
- Low for-sale inventories have led to escalating housing prices. Home sale prices have rebounded almost to their 2005 peak.
- Swampscott has permitted just over 300 units over the last decade. The majority

of these were in two developments, the 184-unit Hanover luxury rental complex on Paradise Road, and the 84-unit assisted living facility located on Salem Street in the Vinnin Square area.

### Housing Type & Age

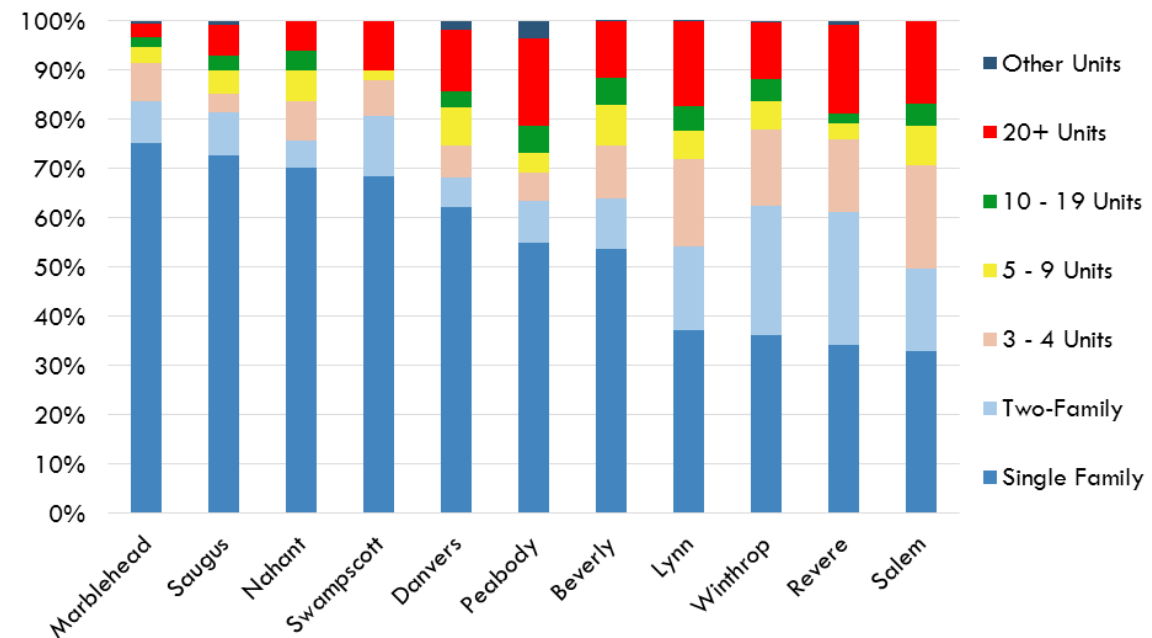
As of 2013, nearly 70% of Swampscott's 5,579 housing units are in single-family homes. Multifamily housing is distributed among residential structures of two or more units. Of this housing type, two-family and buildings with more than 20 units are most prevalent, comprising 12.2% and 9.9% of the total housing stock, respectively.

**Table 17: Housing Units by Type**

	Units	Percentage
Single Family	3,824	68.5%
Two-Family	683	12.2%
3 - 4 Units	396	7.1%
5 - 9 Units	111	2.0%
10 - 19 Units	10	0.2%
20+ Units	555	9.9%
Other Units	0	0.0%
<b>Total</b>	<b>5,579</b>	

Source: U.S. Census Bureau, ACS 2009-2013

**Figure 19: Housing Units by Type, Swampscott & Ten Nearest Communities**



Source: U.S. Census Bureau, ACS 2009-2013 Estimates

Swampscott and its ten nearest communities have housing inventories composed primarily of units in single-family structures. Swampscott's total share of single-family housing is in the higher range about this region at 68.5%. The distribution of housing unit types has little diversity and has remained virtually the same since 2000. More than half (52.5%) of Swampscott housing units were constructed in 1939 or earlier; the majority of older housing stock are found in and around the Frederick Law Olmsted Local Historic District. While these homes hold significant historical value, older structures may lack heating and energy efficiencies and may not be code compliant,

which adds to the monthly utility and maintenance costs. These additional costs have an impact on the affordability of older, outdated units for both owners and renters. In Swampscott, only 1.8% (99 households) of its housing stock was added after 2000.

### Tenure

The majority (76.9%) of Swampscott's housing stock is owner-occupied, the second highest among its ten nearest communities.

Renting in Swampscott is more common among younger householders, 58.1% of which are below age 55. Owner occupancy is

most prevalent in householders age 45-54, at a total of 24.3%, or almost a fifth of all renters. The share of renters dramatically decreases in Baby Boomer and retiree populations, or those age 55 and above.

### Vacancy

According to the 2009-2013 American Community Survey, Swampscott's vacancy rate is at 1.1%, or 61 total units. This is significantly below the standard 5% rate, which indicates that the housing market may be tight. The overall vacancy rate is considerably lower than the Massachusetts rate of 9.9% and the MAPC region's rate of 6.7%.

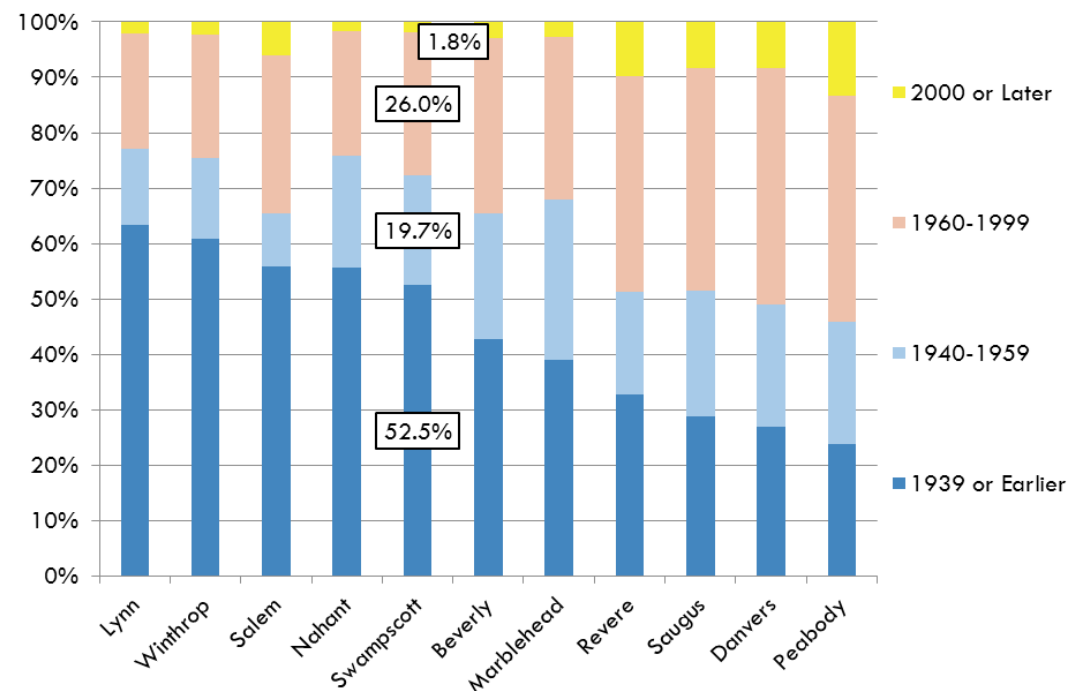
### Housing Market

Housing costs within a community reflect numerous factors, including demand and supply. If there is more demand than supply, then prices and rents tend to rise. Depending on the income levels of the population, these factors can significantly reduce affordability for both existing residents and those seeking to move in.

### Sale Prices & Volume

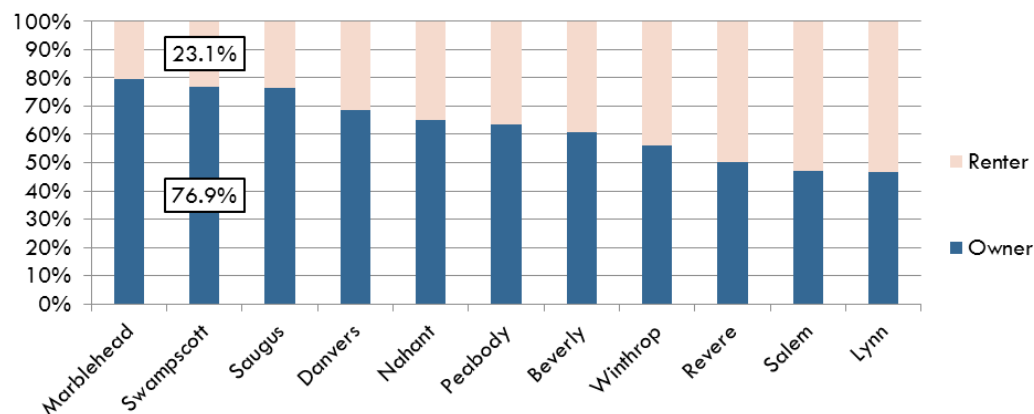
According to data from The Warren Group, the median sale price of housing in Swampscott is \$405,000 in 2015 (through September). For single family homes, the price was slightly higher at \$450,000; and for condominiums, the price was lower at \$244,450. Although this is down from the height of the market in 2005 (median sale

**Figure 20: Housing Units by Year Built, Swampscott & Ten Nearest Communities**



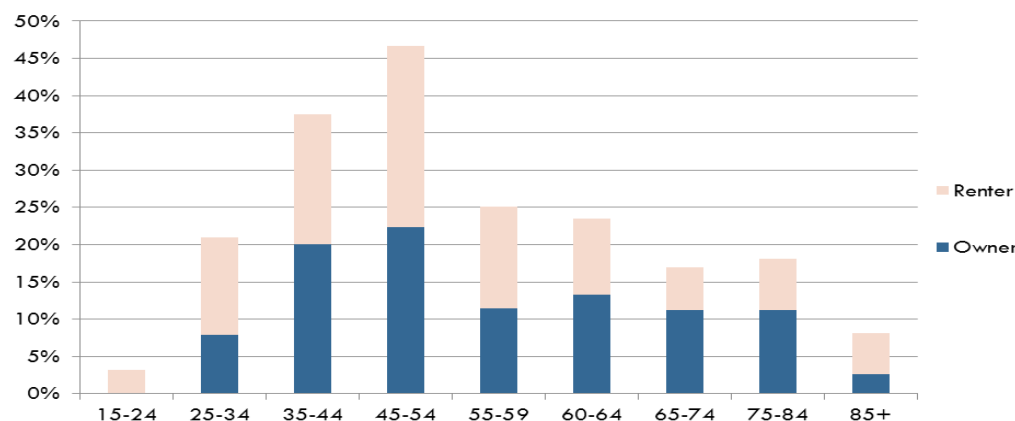
Source: U.S. Census Bureau, ACS 2009-2013 Estimates

**Figure 21: Occupied Housing Units by Tenure, Swampscott & Ten Nearest Communities**



Source: U.S. Census Bureau, ACS 2009-2013 Estimates

**Figure 22: Housing Tenure by Age of Householder**



Source: U.S. Census Bureau, ACS 2009-2013 Estimates

price was \$429,750), Swampscott's housing prices have recovered significantly over recent years to pre-recession sales figures.

During this same time period, the volume of overall sales has fluctuated. In recent years, the number of sales for single-family homes has been on the rise, but they have not achieved pre-recession levels. Condominium sales have also increased in recent years;

however, through September 2015, sales have gone down. This is likely a sign of low inventories of condominiums for sale since prices are up year over year.

### Rent

According to Zillow.com, there is little range in median rent in the sub-region. At \$2,274, Swampscott's median rent is in the upper,

**Table 18: Vacancy Status, Swampscott**

	Number	Percent
Total Units	5579	n/a
<b>Vacant Units</b>	<b>61</b>	<b>1.1%</b>
<b>Percent of Vacant</b>		
For Rent	40	65.6%
For Sale	0	0.0%
For seasonal, recreational, or occasional use	15	24.6%
Other vacant	6	9.8%

Source: U.S. Census Bureau, ACS 2009-2013

with Marblehead having the highest median rents (\$2,574), and Lynn having the lowest (\$1,792).

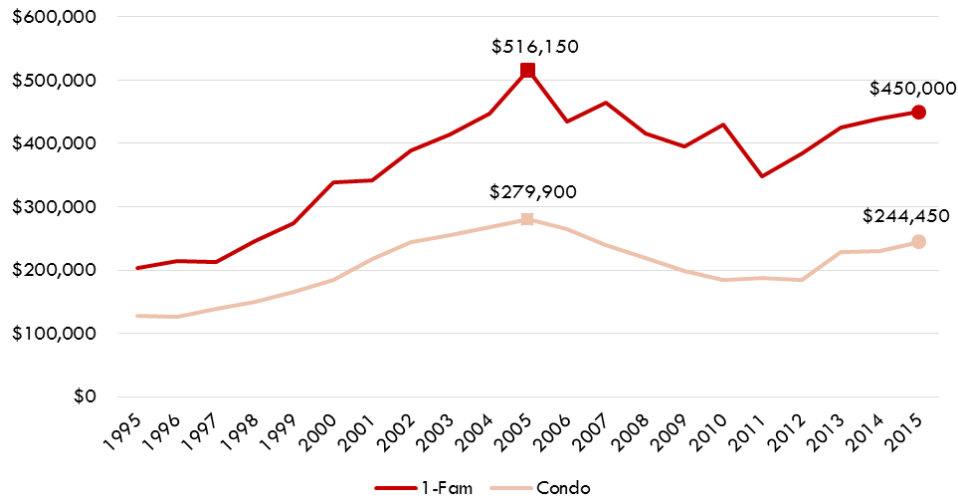
## **Housing Units Permitted**

Between 2005 and 2014, Swampscott issued permits for 219 housing units. Of those, 199 (91%) were for multifamily units in multifamily structures, while 30 were single family homes. Although this appears that there was significantly more multifamily under development, nearly all of the multifamily development was one project – the 184-unit Hanover development on Paradise Road, which included no deed restricted affordable units. Additionally, and not included in the below data, an 84-unit assisted living structure was recently permitted.

Within the sub-region studied, Swampscott has issued permits at a lower rate than

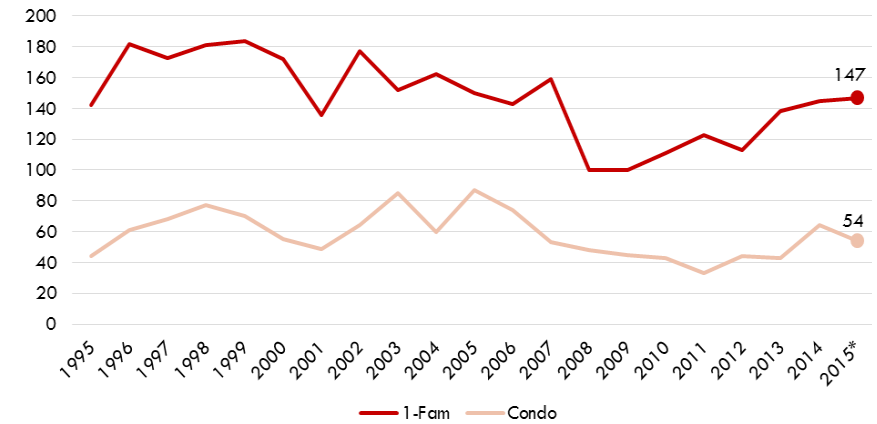


**Figure 23: Median Home Prices, 1994-2014**



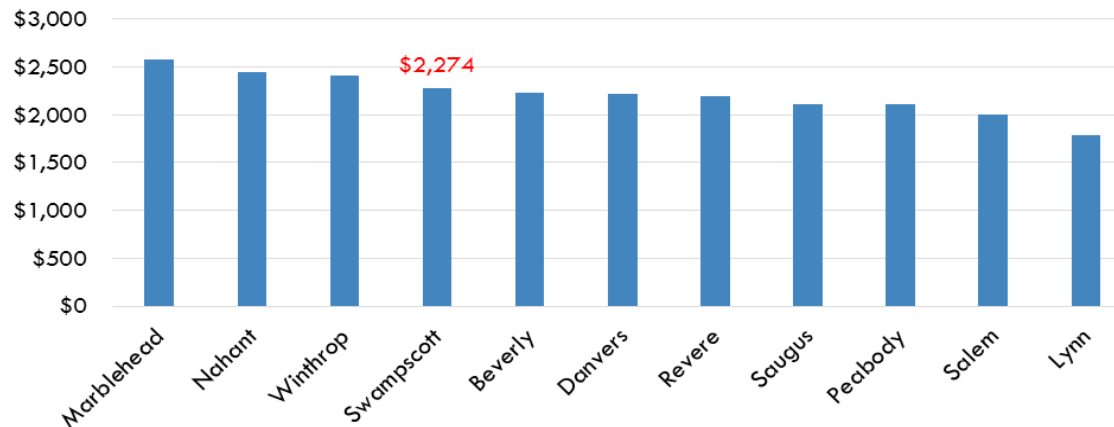
Source: The Warren Group, 2015, adjusted to 2015 dollars

**Figure 24: Home Sales by Type, 1995-2015**



Source: The Warren Group, 2015 \*Data through September 2015

**Figure 25: NSTF Median Rent, 2015**



Source: Zillow.com, data through September 30, 2015

**Table 19: New Projected Housing Unit Demand by Age, 2010-2020**

	Renter	Owner	Total
Single Family	-33	76	43
Multifamily	83	98	181
Total			224

Source: MAPC Analysis 2014

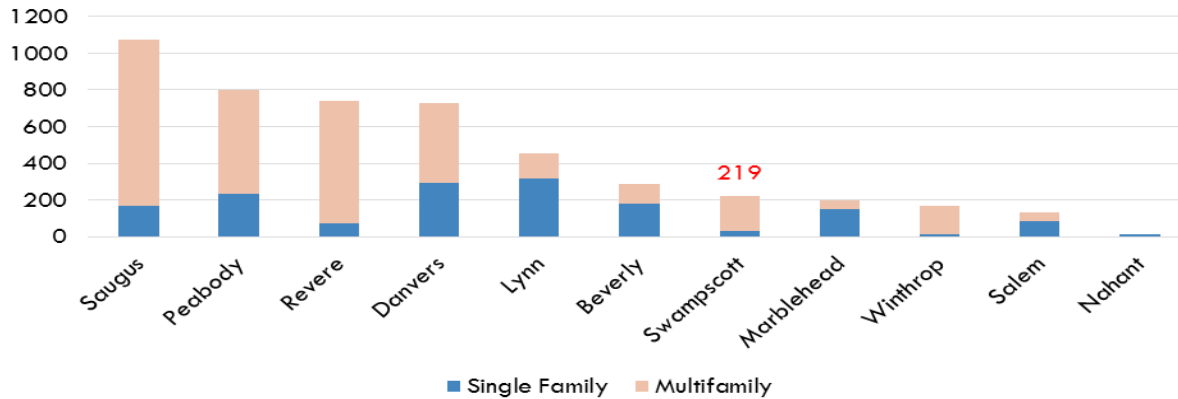
six out of eleven communities; however Swampscott also has a significantly lower population than most comparative communities. For example, Salem, Winthrop and Marblehead, have higher populations and household numbers, but permitted fewer units than Swampscott.

## Recent & Future Development

### Development Pipeline

There are currently nine projects either under construction (or recently completed), in planning stages, or approved in Swampscott's with a total of 353 proposed housing units, the majority of which are multifamily apartment or condominium developments. The largest of these developments is the Hanover Vinnin Square luxury apartments, with 184

**Figure 26: NSTF Housing Units Permitted, 2000-2013**



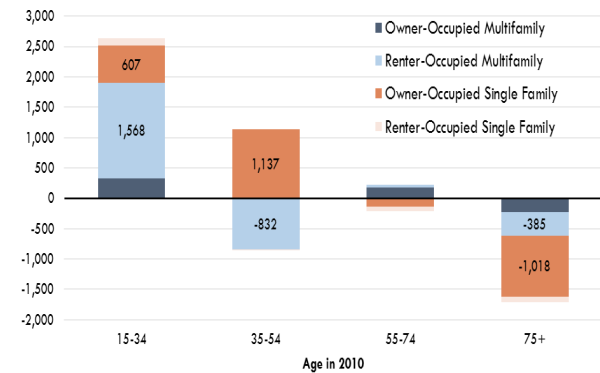
Source: U.S. Census Building Permit Survey

**Table 20: Development Pipeline, Swampscott**

Development	Status	Completion Year	Units	Affordable Units	Notes
Atlantic Crossing	Construction	2016	14	0	Subdivision at Former Jewish Temple
336 Humphrey Street	Construction	2016	2	0	Two-fam condo
267-269 Humphrey Street	Construction	2016	3	0	2-fam into 3-fam
158-160 Essex Street	Completed	2015	3	0	2-fam into 3-fam
330 Paradise Road (Hanover Vinnin Square)	Construction	2016	184	0	Multifamily complex
Gracie Lane Subdivision	Construction	2016	6	0	3 duplexes
443 Essex Street	Approved	2020+	42	0	
Villas at Vaughn Place	Approved	2020+	15	0	Age restricted (55+); in Land Court
224 Salem Street (The Residence at Swampscott)	Construction	2016	84	0	Assisted living
<b>Total</b>			<b>353</b>	<b>0</b>	

Source: Town of Swampscott Planning Department

**Figure 27: Net Projected Housing Unit Demand by Age, 2010-2020**



Source: U.S. Census Building Permit Survey

units (1 to 3 bedroom units, the majority 1 and 2). Other larger projects include 42 units at 443 Essex Street, the 84-unit "The Residence at Swampscott" assisted living facility at 224 Salem Street, and a 15-unit 55+ condominium development off Archer Street. The remaining projects in the pipeline are single- and two-family developments.

### Projected Development Demand

Based upon MAPC's projections, Swampscott has a projected demand for a total of 224 units by 2020. The vast majority of demand will be for multifamily housing (80%) that is often preferred by smaller households, with the highest demand from householders under 35, and those 55 to 75. The majority of this demand is from householders age 15-34. Baby Boomers are also likely to seek out multifamily units, particularly ownership. While some of this demand will be absorbed in existing units

due to turnover, most demand will be met through new development.

New demand for single family units is primarily by householders 35 to 54 – those most likely to have children living at home. Thus family households with children are expected to remain an important residential market in town. Much of the single family demand will be met by housing turnover – younger families will purchase or rent the homes of aging Baby Boomers who opt to downsize, move elsewhere or pass away. Based upon Swampscott's development pipeline projected above, the town will produce 28 single family or single family-alternatives units through subdivision developments and smaller duplex developments. Proposed or under construction multifamily, however matches estimated demand.

According to the analysis, current proposed development through 2020 should meet the projected demand for new housing units. However, numerous new units will be needed to meet demand – particularly for seniors – by 2030. Further, with no affordable units proposed, the Town should prioritize ways to include affordable unit development in the future.

## Key Findings: Housing Affordability

In the previous sections, Swampscott's population, housing stock, and market conditions were examined. The intersection

of the two—demand (people) and supply (housing units)—as well as policy, planning, and funding, ultimately determines housing affordability in a given community. In this section, the affordability of Swampscott's housing stock to town residents is assessed.

- 3.7% of Swampscott's housing, or 212 units, is recorded on the state's Subsidized Housing Inventory.
- Swampscott's ownership and rental housing is not affordable. Median sales prices are nearing all-time highs, and median rents are significantly higher than fair market rent for all unit types.
- Approximately one quarter of Swampscott households are low income, earning less than 80% of AMI and therefore eligible for housing assistance through most federal and state programs; there are particular high instances of low-income status among elderly households, with more than half of them qualifying for housing assistance.
- More than 40% of all households are cost burdened, paying 30% or more of their income on housing costs; the rate is particularly high among renter households (55%).
- Over 80% of low-income households are cost burdened.
- No deed restricted units are included in development pipeline projects.

- Affordable housing, at various income levels, is needed in town.

## Poverty Rate

Swampscott has a low rate of families with incomes below the poverty level, less than \$24,250 for a household of four (compared to an income limit of \$67,750 for the same household size to be eligible for most affordable housing)<sup>55</sup>. At 4%, it is lower than the Commonwealth's rate of 8.1% and Essex County's rate of 8.5%. Of Swampscott's families living below the poverty level, most are families with children, married and female householders (80%).

## Households Eligible for Housing Assistance

One measure of affordable housing need is the number of households eligible for housing assistance. Federal and state programs use Area Median Income (AMI), along with household size, to identify these households. Table 22 below shows U.S. Department of Housing and Urban Development (HUD) income limits for extremely-low- (below 30% of AMI), very-low- (30-50% of AMI), and low-income (50-80% of AMI) households by household size for the Boston-Cambridge-Quincy Metropolitan Statistical Area (MSA), which includes Swampscott. Typically, households at 80% of AMI and below qualify for housing assistance, though there are some exceptions based on household size.

**Table 21: Percentage of Families with Incomes below the Poverty Level**

Family Type	Total	Poverty	%
Families with income below poverty level	3,820	134	4%
With Related Children Under 18	1,741	106	6%
Married Couples	3,180	80	3%
With Related Children Under 18	1,363	55	4%
Families with Female Householders	511	52	10%
With Related Children Under 18	30	52	17%

Source: U.S. Census Bureau, ACS 2009-2013

**Table 22: FY2015 Affordable Housing Income Limits, Boston-Cambridge-Quincy, MA-NH HUD Metro FMR Area**

Household Size	Extremely Low Income (30% AMI)	Very Low Income (50% AMI)	Low Income (80% AMI)
1 Person	\$20,700	\$34,500	\$48,800
2 Person	\$23,650	\$39,400	\$55,800
3 Person	\$26,600	\$44,350	\$62,750
4 Person	\$29,550	\$49,250	\$69,700
5 Person	\$31,950	\$53,200	\$75,300
6 Person	\$34,300	\$57,150	\$80,900
7 Person	\$36,730	\$61,100	\$86,450
8 Person	\$40,890	\$65,050	\$92,050

Source: U.S. Department of HUD

Because HUD's regulations are in part based on household size, it is important to understand how Swampscott's income distribution as a percent of AMI corresponds with this variable. The most relevant information available is Comprehensive Housing Affordability Strategy (CHAS) data, which groups number of persons occupying a unit into household type:

- small related households (2 persons, neither 62 years of age or over, or 3 or 4 persons)
- large related households (5 or more persons)
- elderly households (1 or 2 persons, with either or both age 62 or over)
- all other households (singles, non-related living together)

According to the most recent available data (2008-2012 estimates), just under a quarter (24%) of all Swampscott households are low income. Of that population, 13% are extremely low income (<30% AMI) and 7% are very low-income (30-50% AMI). Further, 41% of elderly households are either low-, very-low-, or extremely-low-income, compared to 16% of non-elderly households.

### **Fair Market Rents**

Another measure of housing affordability is whether local rent exceeds Fair Market

Rents (FMR), or maximum allowable rents (not including utility and other allowances), determined by HUD for subsidized units in the Boston MSA. In Figure 28, the upward trend reflects the annual adjustment factor intended to account for rental housing market demands. Given the constraints on the Greater Boston rental housing market, rising rent is unsurprising and points to the need for more housing of this tenure at multiple price points.

According to Zillow.com and Padmapper.com, Swampscott has a median rent of \$2,076 as of September, 2015. This is higher than FMR for all unit types. More specifically, the medians for different bedroom sizes are each significantly higher than the FMR values. Thus, Swampscott's rental housing stock is not affordable by these standards. It is important to mention that these metrics do not take into account household income, a major determinant of housing affordability within a community.

### **Current M.G.L. Chapter 40B Subsidized Housing Inventory**

Under M.G.L. Chapter 40B, affordable housing units are defined as housing that is developed or operated by a public or private entity and reserved by deed restriction for income-eligible households earning at or below 80% of the AMI. In addition, all marketing and placement efforts follow Affirmative Fair Housing marketing guidelines per the Massachusetts Department of Housing and Community



**Table 23: Income as Percent of AMI by Household Type/Size (Total Number and Percent)**

	Total Households	Low-Income Households (% of AMI)				
		<30%	30-50%	50-80%	80-100%	>100%
Elderly (1-2 Members)	890	3%	8%	6%	9%	74%
Elderly Non-Family	790	37%	23%	9%	7%	24%
Small Related (2-4 Persons)	2700	8%	2%	1%	11%	78%
Large Related (5+ Persons)	285	0%	0%	5%	5%	89%
Other	970	17%	7%	4%	10%	66%
<b>Total</b>	<b>5635</b>	<b>13%</b>	<b>7%</b>	<b>4%</b>	<b>10%</b>	<b>66%</b>

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2008-2012

**Table 24: Swampscott Median Rents, September 2015 Listings**

	1 Bedroom	2 Bedroom	3 Bedroom	All
Swampscott Median Rent	\$1,803	\$2,429	\$2,500	\$2,076
Fair Market Rents	\$1,196	\$1,494	\$1,896	n/a

Source: Zillow.com, rental listings as of September 2015 and total median rent as of July 2015

Development (DHCD).

Housing that meets these requirements, if approved by DHCD, is added to the subsidized housing inventory (SHI). A municipality's SHI fluctuates with new development of both affordable and market-rate housing. The percentage is determined by dividing the number of affordable units by the total number of year-round housing units according to the most recent decennial Census. As the denominator increases, or if affordable units are lost, more affordable units must be produced to reach, maintain, or exceed the 10% threshold.

Swampscott has not achieved this threshold. As of October, 2015, only 212 housing units out of 5,795 year-round units, or 3.7%, were included on Swampscott's SHI. Compared to other municipalities within its sub-region, it has the second lowest SHI. Only Nahant has lower.

Swampscott's current SHI includes 128 units of housing owned and operated by the Swampscott Housing Authority at 4 locations. The majority of units serve the elderly and disabled (92 units), and there are 36 units for families. The 59-unit Bertram House includes 59 units of senior housing, only a portion of which are affordable,

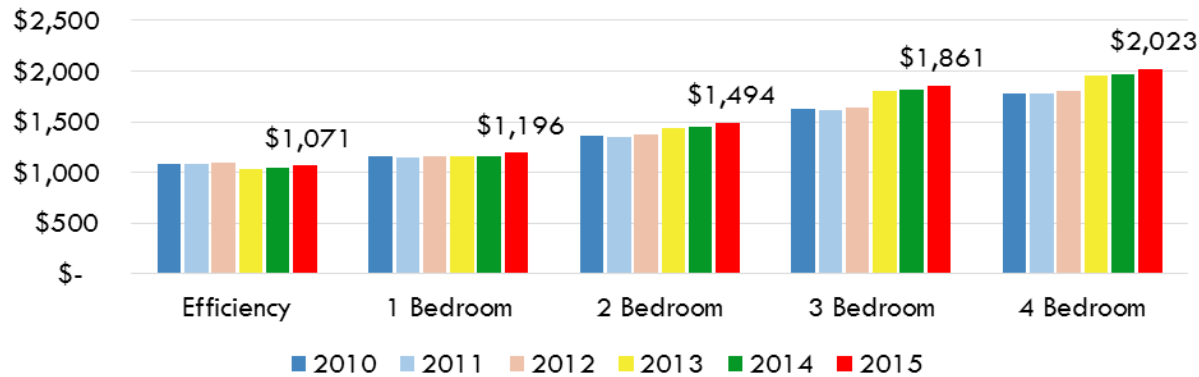
but because the project was built through the comprehensive permit, all units count towards the SHI. (Thus, there are actually fewer deed-restricted units.) The remaining 25 units include 2 ownership units, and 23 group home units operated by the Department of Developmental Services and Department of Mental Health. Each DDS or DMR SHI unit represents a bedroom in a group home.

In order to address unmet housing need and be compliant with M.G.L. Chapter 40B, Swampscott officials should establish and work to achieve housing production targets. Swampscott would need 368 units in order to achieve the M.G.L. Chapter 40B requirement of 10% of the year-round housing inventory designated for households earning at or below 80% of the area median income.

With 212 units on the SHI, Swampscott is 368 units short of this goal. The town could set an annual production goal of 0.5% (29 units), or 1.0% (58 units), to have relief from Comprehensive Permit projects for one or two years respectively.

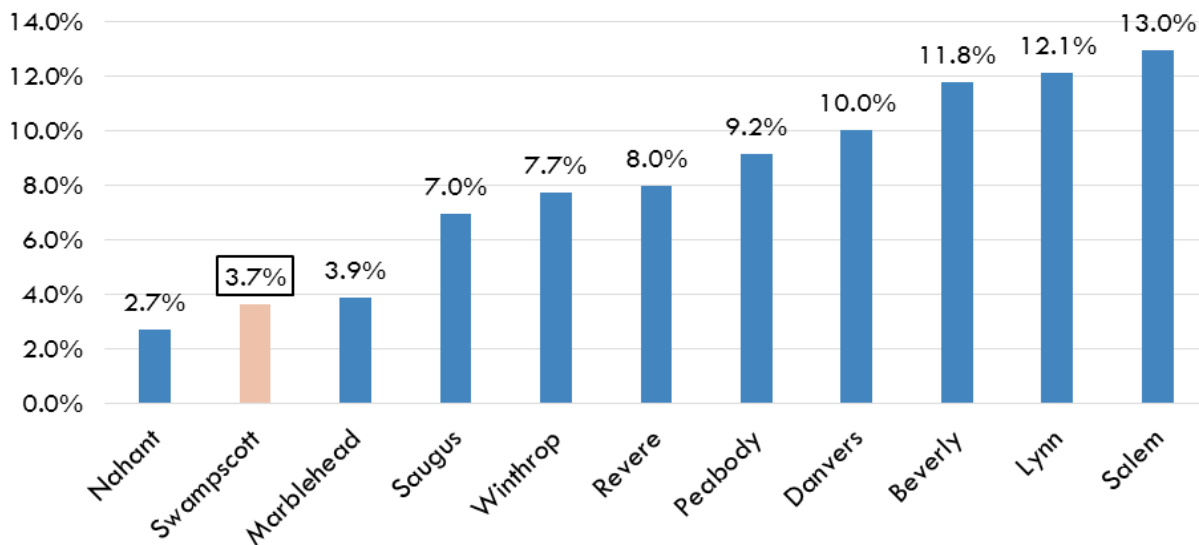
However, it is also important to highlight that all new units developed between 2010 and 2020 will be added to the year-round housing unit total as of 2020 decennial census. Given that none of the projects include any deed restricted affordable units, Swampscott's SHI will likely decrease further after the 2020. Moving forward, the Town should ensure that new development

**Figure 28: NSTF Housing Units Permitted, 2000-2013**



Source: U.S. Department of Housing and Urban Development

**Figure 29: NSTF Percentage of Subsidized Housing Inventory, June 2015**



Source: Massachusetts Department of Housing and Community Development

include units that can be added to the SHI in order to keep ahead of the 368-unit 40B goal.

### Housing Cost Burden

Another method to determine whether housing is affordable to a community's population is to evaluate households' ability to pay their housing costs based on their reported gross household income. Households that spend more than 30% of their gross income on housing are considered to be housing cost burdened, and those that spend more than 50% are considered to be severely cost burdened. HUD considers a rate of 30% or higher cost-burdened households in a community and 15% severely cost-burdened households in a community to pose a significant issue. In Swampscott, an estimated 2,224 households are cost burdened. At 41%, this rate is above HUD's threshold for concern. The rate of severe cost burden in Swampscott is lower; however, at 1,069 or 20%, the rate of households that are severely cost-burdened also exceeds the HUD threshold.

At 41%, Swampscott's rate of cost burden is in the middle range compared to other municipalities within the sub-region. While the rate of cost burden is high for both owners and renters, more than half (55%) of renter households are housing cost burdened as opposed to owners (37%).

**Table 25: Town of Swampscott Subsidized Housing Inventory**

Project Name	Address	SHI Units	Comp Permit	Yr End	Tenure	Subsidizing Agency
n/a	Cherry Street	36	No	Perp	Rental	DHCD
n/a	Duncan Terrace	40	No	Perp	Rental	DHCD
n/a	Doherty Cir/Burrill St	44	No	Perp	Rental	DHCD
n/a	Ryan Pl.	8	No	Perp	Rental	DHCD
Bertram House of Swampscott	565 Humphrey St	59	Yes	2038	Rental	MassHousing
Ocean Watch	225 Humphrey St	2	Yes	Perp	Ownership	MassHousing
DDS Group Homes	Confidential	18	No	n/a		DDS
DMH Group Homes	Confidential	5	No	n/a	Rental	DMH
<b>TOTAL</b>		<b>212</b>				

Source: Massachusetts Department of Housing and Community Development

**Table 26: Swampscott Affordable Housing Production Goals, 2015-2020**

	2015	2016	2017	2018	2019	2020
Total year-round housing	5,795	5,866	5,937	6,008	6,079	6,150
Cumulative state-certified affordable units*	212	241	270	299	328	357
10% requirement	580	587	594	601	608	615
Chapter 40B gap	368	346	324	302	280	258
Required units for relief at 0.5% of total units	29	29	29	29	29	29
Required units for relief at 1.0% of total units	58	58	58	58	58	58

\*Based on June 2015 SHI plus 0.5% rate of increase.

Source: U.S. Census Bureau, 2010 Census, & MAPC MetroFuture Projections for 2020

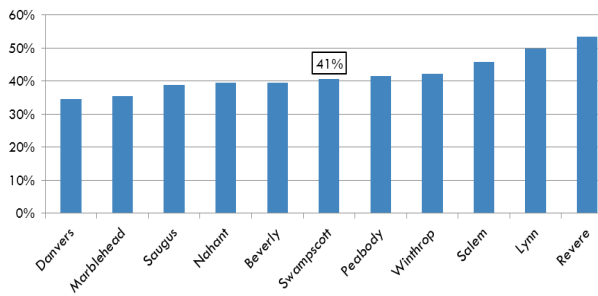
## Cost Burden by Household Type

Cost burden does not impact all Swampscott households equally. Further analysis (using 2012 CHAS data, the most recent data available), reveals which household types (elderly, small related, large related, or other) and income categories (low-, very-low-, extremely-low-, and middle-income, or those earning between 80-120% of AMI) are most cost burdened. Though significant portions of each group are cost-burdened, single elderly households experience the highest rates of both cost burden and severe cost burden.

Because households of any income level can be cost burdened just by buying or leasing dwelling units they cannot afford even if alternative market-rate housing is affordable to them, it is important to consider rates of cost burden among low-income households specifically, who tend to have fewer options.

In Swampscott, cost burden is a huge issue for nearly all of Swampscott's low-income households. Over 80% (1,078) of all low-income households are cost burdened, and over 60% (825) are severely cost burdened. And while large related (5+ persons) experience the highest rates of cost burdened by percentage, their numbers are low (15 total households). Low-income elderly non-family (singles) are the most cost burdened by number (447 households).

**Figure 30: Cost-Burdened Households**



Source: U.S. Census Bureau, ACS 2008-2012

### Middle-Income Housing Problems

CHAS data also indicates the extent to which middle-income households earning 80-120% of AMI suffer from housing problems. HUD defines a housing problem as a household with one or more of the following problems:

1. housing unit lacks complete kitchen facilities,
2. housing unit lacks complete plumbing facilities,
3. household is overcrowded, and/or
4. household is cost burdened.

The 2008-2012 ACS data estimates indicate that less than 5% of Swampscott's occupied housing units are afflicted by problems #1, #2, or #3. Therefore, it can be assumed that the housing problem affecting most Swampscott residents at this income level is #4: cost burden.

**Table 27: Cost Burden by Household Type, All Households**

Household Type	Households Number	Cost Burden		Severe Cost Burden	
		Number	Percent	Number	Percent
Elderly (1-2 Members)	890	130	15%	35	4%
Elderly Non-Family	790	495	63%	335	42%
Small Related (2-4 Persons)	2,700	764	28%	319	12%
Large Related (5+ Persons)	285	120	42%	65	23%
Other	970	464	48%	255	26%
<b>Total</b>	<b>5,635</b>	<b>1,973</b>	<b>35%</b>	<b>1009</b>	<b>18%</b>

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2008-2012

**Table 28: Cost Burden by Household Type, Low-Income Households**

Household Type	Total	Cost Burden	Severe Cost Burden
Elderly (1-2 Members)	150	50%	23%
Elderly Non-Family	545	82%	60%
Small Related (2-4 Persons)	295	89%	89%
Large Related (5+ Persons)	15	100%	100%
Other	325	86%	58%
<b>Total</b>	<b>1,330</b>	<b>81%</b>	<b>62%</b>

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2008-2012

**Table 29: Housing Problems for Swampscott Households at 80-120% of AMI**

	Count	Percent
Total Owner-Occupied Households 80-120% AMI	855	n/a
With Housing Problems (1 or more)	470	51%
Total Renter-Occupied Households 80-120% AMI	245	n/a
With Housing Problems (1 or more)	130	53%

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2008-2012



## Development Constraints and Limitations

Residential development is influenced by various factors, including historical development patterns, existing land use regulations, natural resources protection areas, municipal infrastructure, and the availability of developable land. This section provides an overview of constraints impacting residential development in Swampscott, including physical and regulatory obstacles to the creation of affordable housing.

### Land Use/Developable Land

Due to Swampscott's compact size (3.1 square miles), and the existing land uses, opportunities for new residential development are limited.

An analysis of Swampscott's existing land use patterns shows that the majority of town land (excluding open space and school properties) is developed as single and two-family residential, with small pockets of multifamily residential, particularly in and around the Vinnin Square area, and along Burrill and Humphrey Streets.

A closer look at the potential for additional housing development indicated that there is little available developable land in Swampscott. According to Mass GIS L3 parcel file, there are only 19 acres of developable residential land left in Swampscott (1% of total land area), mostly

on scattered sites. Thus, the majority of new residential development would have to be redevelopment of underutilized parcels. Redevelopment is typically more expensive given the costs for demolition and other incurred costs. Thus, the Town will need to identify and focus on implementation strategies that promote and simplify redevelopment.

### Zoning

Zoning bylaws regulate the type and location of development within a community. The vast majority of land in Swampscott is zoned for residential uses

(85%) in three residential districts – A1, A2 and A3. The A-1 and A-2 districts, which combine for over 70% of total land area, allow for single-family only development. No two-family or multifamily is allowed in these districts, not even by special permit. The A3 district allows for single and two family development as of right, but requires a special permit for multifamily dwellings under 8 units in size. Multifamily with over 8 units is not allowed in this district, even by special permit. Given that larger multifamily structures are prohibited in over 91% of Town, and that nearly all land in these districts is already developed, this poses a barrier to affordable housing development.

**Table 30: Swampscott Land Use**

Land Use Category	Total Acres (approx.)	%
<b>Residential Uses</b>	<b>1060</b>	<b>54%</b>
<i>Single Family Residential</i>	899	45.4%
<i>Two- and Three- Family Residential</i>	76	3.8%
<i>Condominium</i>	77	3.9%
<i>Multifamily Residential</i>	9	0.5%
<b>Commercial Uses</b>	<b>70</b>	<b>4%</b>
<b>Industrial Uses</b>	<b>113</b>	<b>6%</b>
<b>Open Space and Institutional/Exempt</b>	<b>375</b>	<b>19%</b>
<b>Transportation</b>	<b>264</b>	<b>13%</b>
<b>Vacant</b>	<b>89</b>	<b>5%</b>
<i>Vacant – Developable Residential</i>	19	1.0%
<i>Vacant – Developable Commercial</i>	0.4	0.004%
<i>Vacant – Undevelopable Residential</i>	68	3.4%
<i>Vacant – Undevelopable Commercial</i>	1.7	0.1%

Source: MassGIS and MAPC

**Table 31: Zoning Districts**

ZONE	Description	ACRES	PERCENT
A1	Residential (30,000 sf parcel min)	315.4	19%
A2	Residential (20,000 sf parcel min)	874.3	53%
A3	Residential (10,000 sf parcel min)	206.9	13%
B1	Business (10,000 sf parcel for dwellings)	25.8	2%
B2	Business (10,000 sf parcel for dwellings)	12.8	1%
B3	Business (15,000 sf parcel for dwellings)	101.8	6%
I	Industrial District	108.1	7%
PDD	Planned Development Districts	5.0	0%
<b>TOTAL</b>		<b>1650.0</b>	<b>100%</b>

Source: Swampscott Zoning Bylaw

**Table 32: Residential Use Table**

Key: Y: Permitted, N: Not Permitted, SP: By Special Permit Only

	A-1	A-2	A-3	B-1	B-2	B-3	I	Humphrey Street Overlay <sup>56</sup>
Single-family dwelling	Y	Y	Y	SP	N	N	N	N
Two-family dwelling	N	N	Y	SP	N	N	N	N
Multi-family dwelling containing not more than 8 dwelling units	N	N	SP	SP	SP	SP	N	SP <sup>57</sup>
Multi-family dwelling containing more than 8 dwelling units	N	N	N	SP	SP	SP	N	SP <sup>58</sup>
Mixed-Use Residential – up to 10 units and 20,000 s.f. of non-residential gross floor area								SP
Accessory Apartment	SP	SP	SP	SP	SP	SP	N	SP
Assisted Living Facility or Independent Living Facility	SP	SP	SP	N	N	N	N	N

Multifamily development is allowed in all three of Swampscott's Business zoning districts – B1, B2, and B3 – but only by special permit. This accounts for approximately 9% of total land area in town. Multifamily is also allowed as-of-right in the Vinnin Square Smart Growth Zoning District (See Requirements for Affordable Housing section.) Nearly all of this land is developed to some degree, which means that any new residential would be redevelopment, and given the need for a special permit for multifamily or mixed use (except in the Smart Growth Zoning District), this presents a potential barrier to housing development.

### Parking Requirements

Residential parking requirements are relatively low for a suburban municipality. A maximum of 1.5 parking spaces is required per residential unit. Interestingly, single family homes require less off-street parking (1 space) than multifamily (1.5 spaces). And the Vinnin Square 40R Smart Growth Zoning District, requires the most – 2 parking spaces for every unit.

Parking for multifamily residential doesn't take into account the number of bedrooms per unit. For example, a one bedroom apartment would require 1.5 spaces, the same as a 3-bedroom unit (or 2 if in the SG Vinnin Square district). Parking in multifamily should be tied to the number of bedrooms. For example, a one bedroom could require one space, whereas a two and three bedroom unit, could allow the 1.5.

### [Requirements for Affordable Housing / Inclusionary and 40R Districts](#)

Swampscott's zoning bylaw does not include any requirements for affordable unit creation in any development, with the exception of the 40R Smart Growth District in Vinnin Square. Within the Vinnin Square 40R Smart Growth District, 20% of total units must be Affordable Housing Units (25% for rental units), and 25% if those units are limited to occupancy by elderly persons and/or by persons with disabilities.

### [Humphrey Street Overlay District](#)

The Humphrey Street Overlay District (HSOD) encourages a mix of uses along a portion of Humphrey Street to promote pedestrian-oriented compact development, protect and enhance historical and cultural resources, and to connect the district to the waterfront. The overlay allows for multifamily and mixed-use development (up to 10 residential units), but requires a Humphrey Street Design Review, and/or a Site Plan Special Permit approval by the Planning Board or a Special Permit by the ZBA.

### ***Municipal Infrastructure (School Capacity, Water/Sewer Capacity)***

#### [Swampscott Schools](#)

As discussed in the Public Facilities and Services section of the Swampscott Master Plan, Swampscott has three elementary

schools, one middle school, and one high school. While there are no capacity issues anticipated, and there is room for some student growth, there is uncertainty about the future of the elementary schools. During 2014, the School Committee explored consolidation of grades 1-4 into a single, new school. This school was proposed for the site adjacent to the Middle School and would have had a capacity of 635 students. This proposal did not pass at Special Town Meeting in October 2014 and was rejected by voters in November 2014. Since then, alternatives have not been developed. The new Swampscott High School was completed in 2007, and the former high school is now used as the Middle School.

Additionally, as highlighted earlier in this document, the majority of residential development has been one- and two-bedroom apartments, which primarily attracts smaller households including downsizing seniors, and professionals without children. Moreover, 28% of proposed or under construction units are for those aged 55+, and assisted living units for the elderly.

#### [Water and Sewer](#)

Swampscott's water is supplied by MWRA through a sixteen-inch water main on New Ocean Street. Swampscott's sewer treatment is handled by a regional plant in Lynn that serves Swampscott, Lynn, Nahant, and Saugus. Recently, the Water and Sewer divisions have conducted water quality

projects, design and construction of new water mains, town-wide Backflow testing, a drainage study, and environmental cleanup projects. Although not a capacity issue, the DPW is to address a Federal Consent Decree from the Environmental Protection Agency (EPA) to eliminate flows of stormwater runoff pollutants into the ocean. These upgrades would likely be funded through the Sewer Enterprise Fund and result in an increase in sewer rates. The Town with the assistance of its consultant will hire a contractor to conduct these upgrades.

## **Public Input**

Three public forums were held to help inform the Town of Swampscott's Housing Production Plan. The first two were held in conjunction with the Town's ***Swampscott 2025: The Master Plan*** process. The third was a meeting specifically held to gather more information and opinions from residents about the Town's future housing policies.

#### [Master Plan Public Forum 1: Visioning](#)

The first, a Master Plan visioning session was held on Thursday, May 21, 2015. Over 75 participants worked in small groups to identify key assets, challenges and opportunities for Swampscott. Participants also provided individual input at open house stations. Findings specific to housing included:

- Types of housing most needed in

## Visioning Forum



Credit: MAPC

### Swampscott?

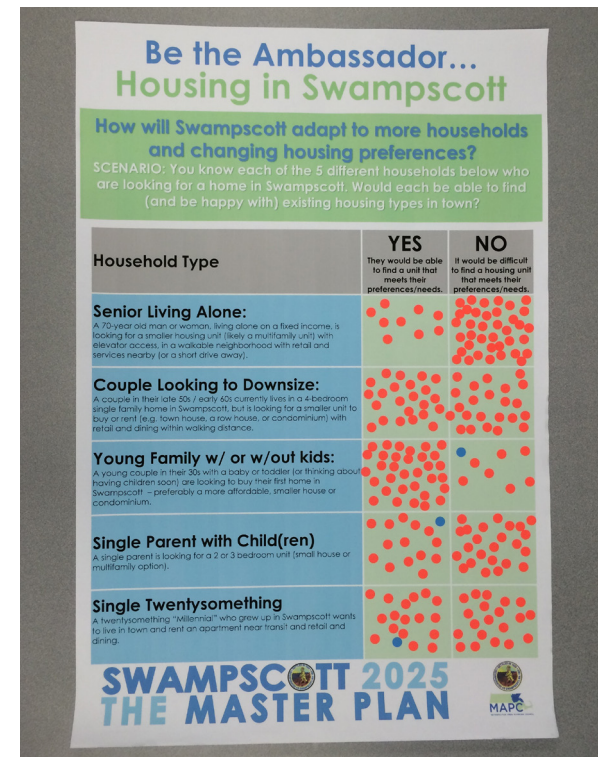
- Affordable housing for younger people, families and the elderly.
- Housing for the elderly (market rate and affordable)
- Mixed use housing and retail
- None (None at all or no more multifamily and condominiums)
- Sense of community and attractiveness of neighborhoods was a top asset.
- Schools/Education a top asset.
- Over reliance on residential tax base was a key constraint.
- A revitalized Humphrey Street and transit-oriented development near the

commuter rail were top opportunities.

### [Master Plan Public Forum 2: Housing, Economic Development, Historic and Cultural Resources](#)

A second public forum held on June 18, 2015 as part of the Master Plan process focused on Housing and Economic Development. Key findings from participant feedback was the desire for more single family alternatives in town, more senior and accessible unit development, and multifamily in mixed-use structures. More specifically:

## Housing Activity at Forum #2



Credit: MAPC

### • What type of housing is most needed?

- Single family alternatives 23%
- Senior/accessible units: 22%
- Mixed Use: 18%
- No more housing: 11%
- Affordable housing: 11%
- Single family housing: 8%
- Multifamily rental: 4%
- Multifamily for sale: 3%

There were many perceived challenges to creating more housing, including:

- Housing costs are high and there is little inventory available for smaller



Cost of living is high, especially for seniors looking to downsize.  
Little turnover for single family homes that are most appealing to couples and young families.  
Smaller units are located in area that is not pedestrian friendly: Vinnin Square.

Housing Production Plan Public Forum

discussion is provided below.

Participants were asked to provide input on what the goals for the plan should include and the following comments were offered:

- Increase affordable housing opportunities in town.
- Encourage retrofits that support and assist with aging in place.
- Revise zoning to allow for higher density, mixed-use neighborhoods that are walkable.
- Consider 40R zoning to encourage compact development with smaller units in high traffic areas.
- Explore regional approaches to housing development. Work with Marblehead and others.
- Create an affordable housing trust.
- Use MAPC best practices.

Additionally, participants were asked to identify barriers to housing development and affordability in Swampscott, as well as opportunities.

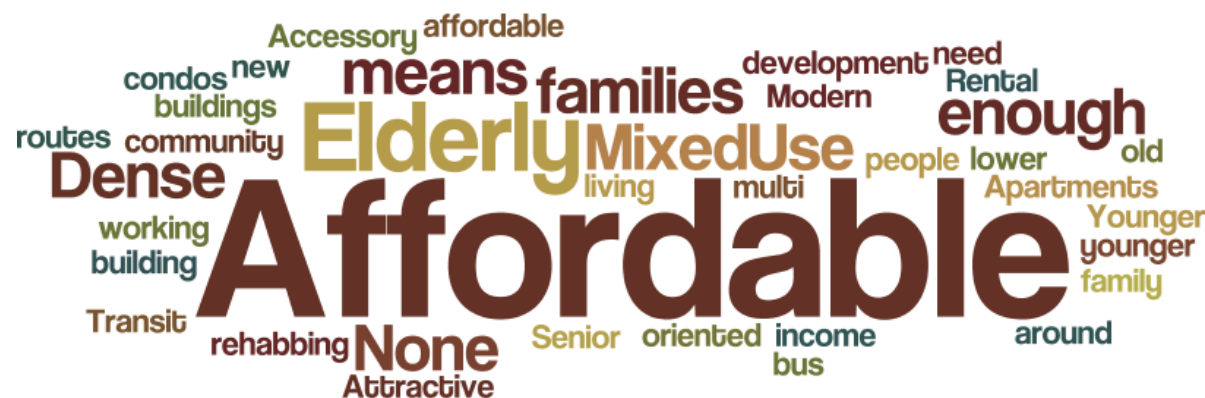
## Barriers

- NIMBYism.
- Lack of developable land for residential development.
- High tax rates.
- Lack of vision.

## Opportunities

- Expanding 40R General Glover property to more of Vinnin Square.
- Transit-oriented development.
- Mixed-use Vinnin Square with multifamily over retail.
- Former Marian Court College property.
- DPW parcel on Paradise Road.
- Identify incentives to encourage residential production.

**Figure 31: What type of housing is most needed in Swampscott?**





***"Focus on housing options  
for families, empty nesters,  
and seniors."***

***"Most senior-friendly apartments  
are in Vinnin Square, which is not  
pedestrian friendly."***

***"Swampscott is a great place to raise  
a family."***

## **Recommendations**

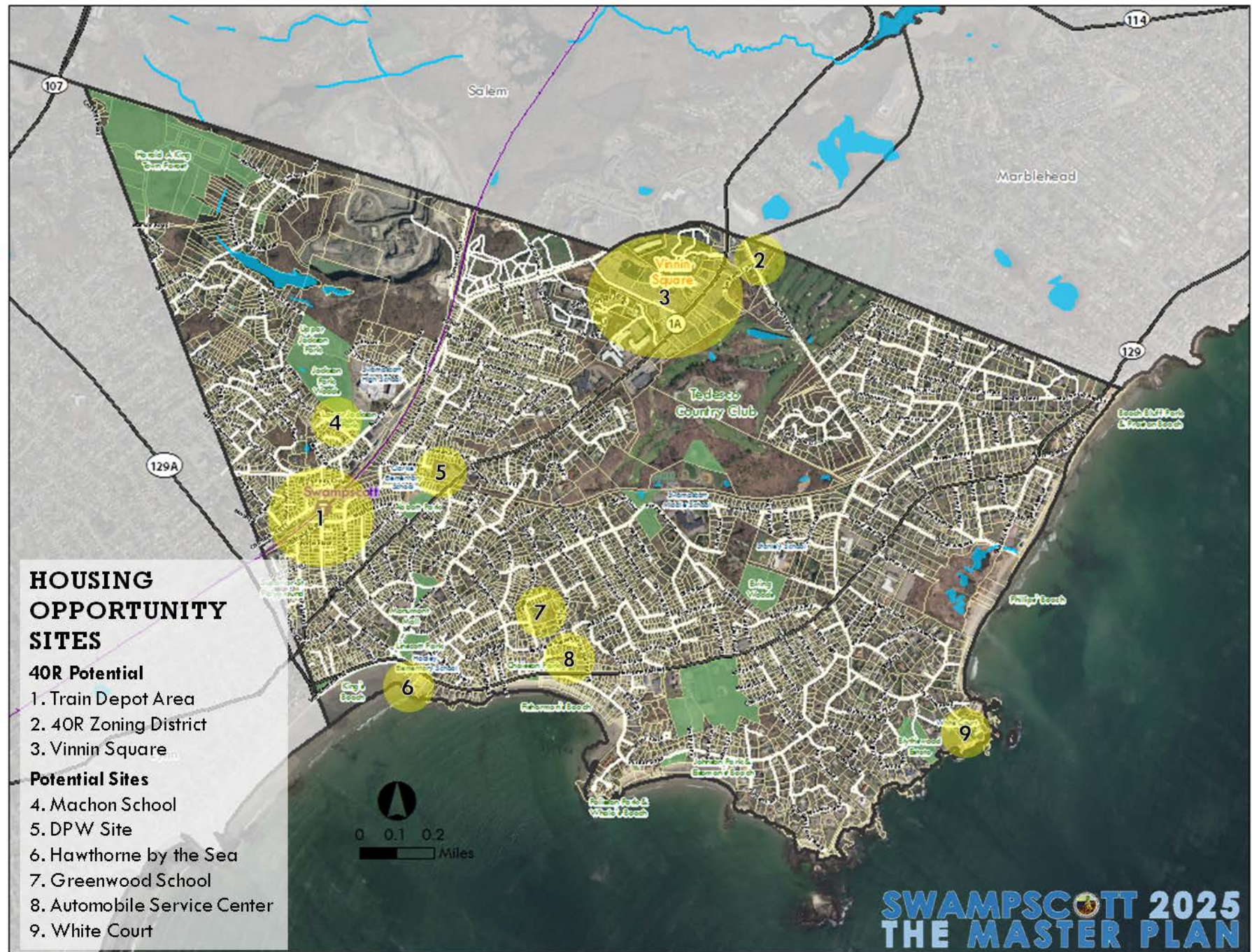
The ideas shared at public meetings, as well as the analyses of housing needs and of development constraints, indicate the need for more affordable and deed-restricted housing in Swampscott to meet the identified needs of many low-income and cost-burdened populations. Towards that end, the Town will need to think creatively about how to maximize development potential in a fairly dense and largely built-out community, and bring a diversity of people to the table to voice housing needs and develop strategies to address them. Given this, MAPC worked with the Town and the Master Plan Committee to develop a set of housing goals and strategies that will serve as a guide for building a more diverse and affordable housing stock that will meet current and future demand for affordable and market rate units to appeal to a range of households.

<b>Goal HS.1:</b> Create opportunities to develop a more diverse housing stock – affordable and market rate - to meet the needs of a changing population in the town.
<b>Strategy HS.1.1:</b> Create an Affordable Housing Trust to proactively plan and fund new affordable housing in Swampscott.
<b>Action HS.1.1.1:</b> Town Meeting approval to create an Affordable Housing Trust
<b>Action HS.1.1.2:</b> Identify funding mechanism for the Trust, such as inclusionary zoning fees, developer impact fees, tax increment funds, or consider passage of the Community Preservation Act (CPA).
<b>Strategy HS.1.2:</b> Encourage mixed use development where already allowed to meet growing demand for smaller units in walkable areas. (e.g. Humphrey Street, Train Depot, Vinnin Square)
<b>Action HS.1.2.1:</b> Meet with property owners and developers to encourage redevelopment.
<b>Action HS.1.2.2:</b> Establish financial incentives for mixed use development, such as tax abatement programs or density bonuses.
<b>Strategy HS.1.3:</b> Review and revise the Zoning Bylaw to remove barriers and create more incentives toward the production of affordable housing.
<b>Action HS.1.3.1:</b> Adopt an inclusionary zoning bylaw that would require a percentage of units be deed-restricted affordable in larger developments.
<b>Action HS.1.3.2:</b> Explore other opportunities for 40R zoning, such as the train station area.
<b>Goal HS.2:</b> Provide seniors and persons with disabilities with greater housing options in Swampscott.
<b>Strategy HS.2.1:</b> Include accessible and adaptable units in new developments.
<b>Action HS.2.1.1:</b> Establish development incentives in zoning bylaw that would encourage production of accessible and adaptable units in new developments.
<b>Strategy HS.2.2:</b> Support aging in place/community initiatives.
<b>Action HS.2.2.1:</b> Encourage retrofits to support and assist with aging in place.
<b>Action HS.2.2.2:</b> Promote existing State and regional programs that will assist with weatherization, rehabilitation, modifications and other home repairs.
<b>Action HS.2.2.3:</b> Improve walkability in mixed-use areas that offer retail and transportation amenities and access to recreation.

<b>Goal HS.3:</b> Identify sites that are most appropriate to accommodate Swampscott's projected growth in housing.
<b>Strategy HS.3.1:</b> Review opportunity sites for housing.
<b>Action 3.1.1:</b> Evaluate land value and build out potential for underutilized properties in priority development areas.
<b>Strategy HS.3.2:</b> Return non-revenue producing sites to the tax rolls by encouraging housing reuse or redevelopment, following decision on the future use of existing elementary schools, or the construction of a new consolidated facility has been finalized.
<b>Action HS.3.2.1:</b> Complete RFP process on the vacant Machon School property
<b>Strategy HS.3.3:</b> Prioritize housing development – affordable and market rate – on sites identified through the Master Plan and Housing Production processes.
<b>Action HS.3.3.1:</b> Meet with private property owners to encourage housing development
<b>Goal HS.4:</b> Maintain and advance local capacity and advocacy efforts to achieve housing production goals.
<b>Strategy HS.4.1:</b> Ensure coordination between Town Boards and Committees to ensure housing needs are met.
<b>Action HS.4.1.1:</b> Provide coordinated communication between Boards and Committees along with access to Housing Production Plan
<b>Action HS.4.1.2:</b> Provide an annual update to Boards and Committees regarding progress on housing needs
<b>Strategy HS.4.2:</b> Educate and bring community awareness to housing issues and activities to better coordinate and gain support for new housing development in areas best suited for new unit creation.
<b>Action HS.4.2.1:</b> Hold annual forums for the community to discuss current housing trends and needs and provide update on progress of housing developments.
<b>Goal HS.5:</b> Identify funding sources and programs to assist the Town in meeting existing and future housing needs.
<b>Strategy HS.5.1:</b> Consider adoption of Community Preservation Act to support affordable housing creation (and Open Space and Recreation and Historic Preservation).
<b>Action HS.5.1.1:</b> Assist any resident action groups with process questions to adopt the Community Preservation Act
<b>Strategy HS.5.2:</b> Explore housing rehabilitation/modification and buy-down programs.
<b>Action HS.5.2.1:</b> Seek funding opportunities for rehabilitation and buy down programs, and seek out owners interested in participating in such programs.
<b>Strategy HS.5.3:</b> Identify grant funding sources that promote development of affordable housing.
<b>Action HS.5.3.1:</b> Work with local/regional housing groups, DHCD, and MAPC for grant funding opportunities.



Map 7: Swampscott Housing Opportunity Sites







# 6. PUBLIC FACILITIES AND SERVICES

## Key Findings

- The Department of Public Works is responsible for numerous tasks in maintaining the town's infrastructure, buildings, and equipment, but resources in both funding and staffing are often lacking.
- Both the Police and Fire Departments are functioning well, but efficiency can be improved upon through regionalization of some services.
- The Town has made recent strides in improving their public facilities, including the new police station, high school, and senior center, but opportunities to reuse many Town-owned vacant or underutilized buildings remain.

## Snapshot

### *Town Administration*

- Town Meeting form of government
- 324 elected Town Meeting Members for 6 precincts
- Executive Branch: elected five-member Board of Selectmen
- Town Administrator oversees day-to-day Town operations

### *Four Largest Town Departments Roles, Responsibilities, and Needs*

- Department of Public Works
- Police
- Fire
- Library

### *Swampscott Public Schools*

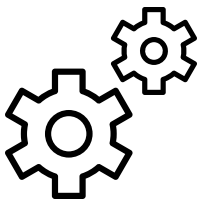
- One Pre-Kindergarten Facility
- Three K-4 Elementary Schools
- One Middle School
- One High School
- School Administration
- Facility needs

### *Town and School District Owned Buildings*

- Facilities used for town services
- Town-owned facilities leased to private organizations
- Vacant facilities
- Properties sold since 2007
- Schools

### *Maintenance, Acquisition, and Disposition of Public Facilities*

- New construction, new vacancies, and acquisitions between 2006-2008
- 2008 Town Building Study Committee Report recommendations and current status



## Introduction

This chapter includes information about Town administration, services that keep the Town running including Public Works, Police, and Fire, properties owned by the Town of Swampscott or the Swampscott Public School District, and strategies for how the Town can maintain and improve its public services and facilities.

## Existing Conditions

### *Town Administration*

#### Town Charter and Bylaws

The current Swampscott Town Charter dates to 1969 and was most recently amended at Town Meeting in May 2015. It is available on the Town website. It details the process for Town Meeting, election of Town officials, and procedures for appointments to town boards and committees, outlines the powers of the Board of Selectmen, Town Administrator, Board of Assessors, Board of Health, and Library Trustees, and states the Town's and School District's legislative, financial, and fiscal procedures. The Town website also includes links to the Town's General Bylaws, Zoning Bylaw, and Subdivision Rules and Regulations.

#### Town Departments

In September 2015, the Town had 23 departments. Most departments operate out of the Elihu Thomson Town

Administration Building at 22 Monument Avenue (also called Town Hall). The Council on Aging and Veteran's Department operate out of the Senior Center, which is at the rear of the Swampscott High School building at 200 Essex Street. The Fire Department is located at 76 Burrill Street. The Harbormaster works out of the Fish House at 391 Humphrey Street. The Library is located at 61 Burrill Street, adjacent to Town Hall. The Police Department is located at 531 Humphrey Street. Public Works has a facility at 200 Paradise Road, in addition to its office at Town Hall. The Town employed about 125 full-time positions in the following departments:

- |                       |                       |
|-----------------------|-----------------------|
| • Accounting          | • Administrator       |
| • Animal Control*     | • Assessors           |
| • Building            | • Clerk's Office      |
| • Collector's Office* | • Conservation*       |
| • Council on Aging    | • Elections           |
| • Fire                | • Harbormaster        |
| • Health              | • Library             |
| • Parking Clerk*      | • Personnel           |
| • Planning            | • Police              |
| • Public Works        | • Recreation          |
| • Technology          | • Treasurer's Office* |
| • Veteran's           |                       |

Asterisks indicate that a department shares staff. In Animal Control, the Animal Inspector is also the Health Department Director, but both departments have additional staff. The Collector's and Treasurer's Offices are both staffed by the Town Treasurer/Collector. The Conservation Department is staffed by the Director of Community Development and the Parking Clerk is staffed by the Town Accountant.

#### Town Boards and Committees

The Board of Selectmen in Swampscott consists of five elected members each with three-year terms. The Board of Selectmen is the "chief policy making agency"<sup>63</sup> for the town and is responsible for appointing the Town Administrator. The Town Moderator is "the presiding officer" at Town Meeting, Special Town Meeting, and any other meetings that need officiating.

In addition to the Board of Selectmen and Town Moderator, there are numerous additional boards, commissions, and committees that have advisory and decision-making roles for the Town of Swampscott. Most town board, commission, and committee members are appointed to their positions, though a few are elected.

Some of these groups meet at least monthly, others meet on an as-needed basis. Some are convened for a temporary purpose and may be dissolved once the committee's objectives have been met. Some of the committees are all volunteer while others have ex-officio Town Staff representatives and/or a Board of Selectmen Liaison.

The following list is based on the town boards, commissions, and committees listed on the Town website in September 2015.

## Appointed Committees:<sup>60</sup>

- Article 6 Committee/ Regionalization Committee
- Board of Registrars of Voters – *appointed by Selectmen*
- Capital Improvement Committee – *appointed by Town Moderator*
- Charter Review Committee
- Conservation Commission – *appointed by Selectmen*
- Constables – *3 elected, 3 appointed*
- Council on Aging
- Cultural Council
- Disability Commission
- Earth Removal Advisory Committee – *1 each appointed by Board of Health, Planning Board, Conservation Commission, 3 by Selectmen*
- Emergency Management – *includes Deputy Fire Chief, Fire Chief, Police Chief, and Selectmen Liaison*
- Fence Viewers – *Board of Selectmen, Building Inspector, Town Administrator*
- Finance Committee – *appointed by Town Moderator*
- Harbor & Waterfront Advisory Committee
- Historic District Commission
- Historical Commission
- Housing Authority – *4 elected members, 1 state appointed, 1 Selectmen Liaison*
- Logan Airport Advisory Committee
- Master Plan Committee – *appointments from several different boards and committees*
- Municipal Design Committee – *appointments by the Selectmen and School Committee*
- Open Space & Recreation Plan Committee
- Personnel Board – *appointed by the Selectmen and Moderator*
- Rail-Trail Implementation Committee – *appointed by Selectmen*
- Recreation Commission – *appointed by Selectmen*
- Renewable Energy Committee
- Retirement Board – *2 elected, 2 appointed, 1 ex-officio*
- School Building Committee
- Traffic Committee
- Veterans Affairs Committee
- War Memorial Scholarship Committee
- Zoning Board of Appeals

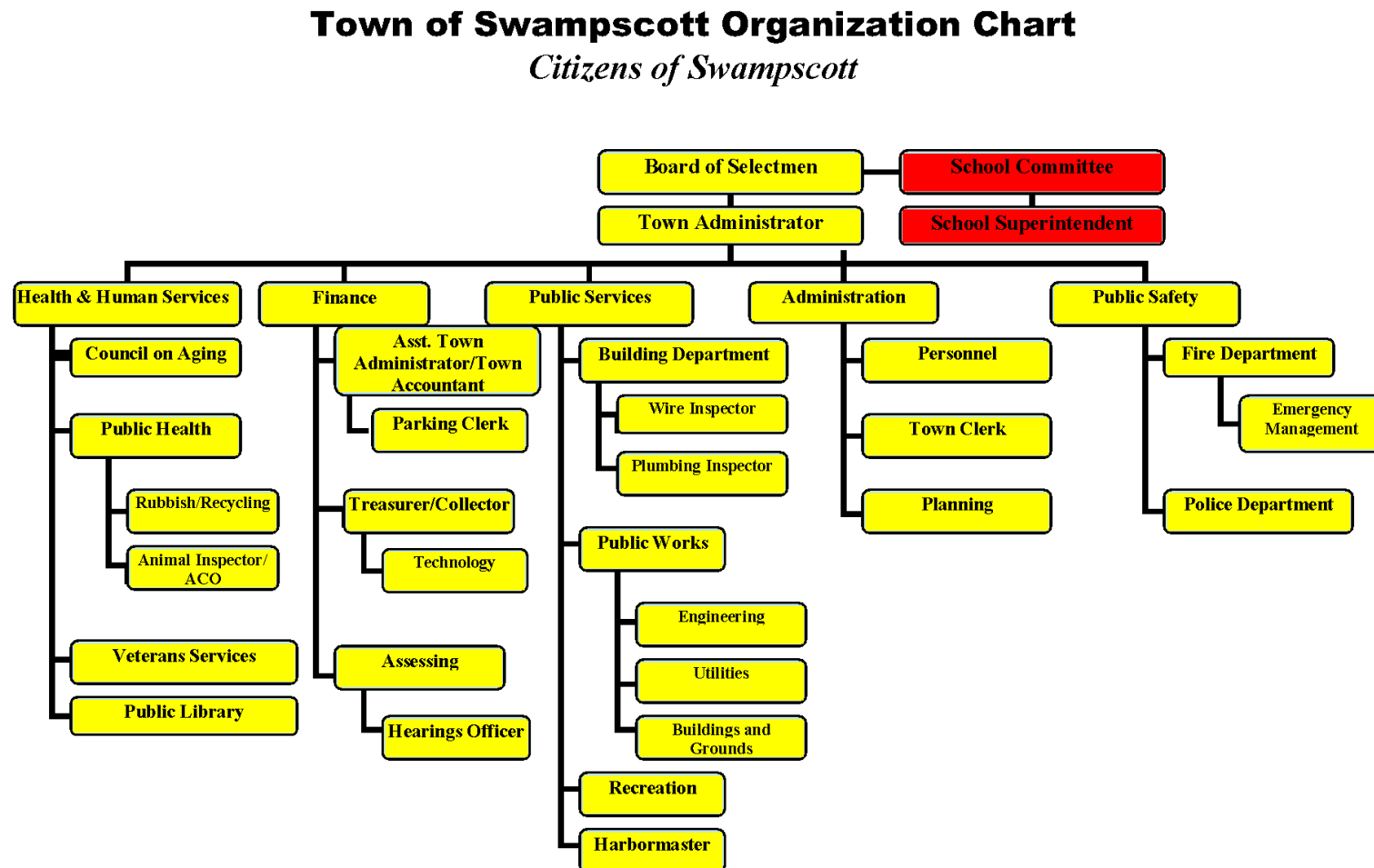
## Elected Committees and Positions:

- Board of Assessors
- Board of Health
- Board of Selectmen
- Constables – *3 elected, 3 appointed*
- Housing Authority – *4 elected, 1 state appointed, 1 Selectmen Liaison*
- Planning Board
- Retirement Board – *2 elected, 2 appointed, 1 ex-officio*
- School Committee
- Town Moderator
- Trustees of the Public Library

## [Town of Swampscott Organization Chart](#)

This organization chart is accurate as of July 2015; it was included in the FY16 Town Budget.

*Figure 32: Town of Swampscott Organization Chart*





### Town Representatives to Other Organizations

The Town website lists “representatives, liaisons, designers, and coordinators” between the Town and other entities:

- Chaplain for Swampscott Fire and Police Departments
- Essex County Advisory Representative
- Essex National Heritage Commission
- Hazardous Waste Coordinator
- Labor Service Coordinator
- Massachusetts Bays Program Representative
- Massachusetts Water Resources Authority Representative
- MBTA Advisory Board Representative
- Metropolitan Area Planning Council and North Shore Task Force
- National Organization on Disability Liaison and Handicap Coordinator
- North East Massachusetts Law Enforcement Council<sup>61</sup>
- North Shore Regional Vocational Representative
- Parking Clerk
- Right to Know Coordinator
- Winter Planning Coordinator

### ***Largest Town Departments: Public Works, Police, Fire, and Library***

An overview of the four largest Town Departments, in terms of number of personnel, is provided here.

### Department of Public Works

On the Town Website, the Department of Public Works’ many roles and responsibilities are summarized as follows:

“The Department of Public Works (DPW) provides professional quality maintenance, repair and construction services while maintaining 50 miles of streets, six parks and playgrounds and the Swampscott Cemetery. The DPW is also responsible for the ongoing maintenance of three municipal buildings, 48 miles of water mains, 47 miles of sewer mains, seven sewer lift stations, the sewer pumping station and over 40 vehicles and pieces of equipment.

Additionally, the DPW is responsible for rapid response to all snow, ice and other inclement weather emergencies and conditions. The DPW enforces water, sewer and snow by-laws, grants petitions of location for utilities, and maintains engineering records and Town maps.

Lastly, the DPW plays a significant role in the daily operation of other Town departments in responding to requests for service. The Department budget is divided into four divisions: Public Works (General), Cemetery, Water and Sewer.”

The Public Works Director and Assistant Town Engineer have office space at Town

Hall, but most DPW activities operate out of its facility at 200 Paradise Road. The Paradise Road facility is where DPW equipment, fuel, and salt are stored.<sup>62</sup> The Department of Public Works employs about 20 full-time equivalent (FTE) staff.<sup>63</sup>

DPW administration oversees the four divisions and is responsible for responding to Swampscott resident and property owner needs. Engineering functions for DPW as well as other town departments are part of DPW administration.

The Public Works General division tends to be the “face” of DPW, as it is charged with the most visible of DPW’s responsibilities. These activities include street sweeping, tree trimming, tree planting and removal, snow removal, ice control, beach raking, litter removal, roadway repairs, sign replacements and installations, as well as labor-intensive tasks such as emptying trash barrels and removing street debris.

### Thanks to DPW’s efforts:

- Swampscott has been recognized as a “Tree City USA” for 24 consecutive years.
- Public Works personnel take a great deal of pride in following best practices, for example, during the historic snowfall events of early 2015, Swampscott DPW avoided dumping snow into the harbor even after obtaining permission from the Massachusetts Department of Environmental Protection (MassDEP) to do so on an emergency basis.

- At Town Meeting in May 2015, funding to purchase a surf rake was approved, and in summer 2015, the Massachusetts Legislature approved \$125,000 in funding for beach improvements.<sup>64</sup>

DPW currently maintains the Town's municipal buildings as well as the three Town-owned vacant properties: the former Senior Center at 89 Burrill Street, the former Machon School at 35 Burpee Road, and the former school at 71 Greenwood Avenue. These three vacant buildings cost DPW about \$25,000 a year for basic maintenance.<sup>65</sup>

The DPW Facility at 200 Paradise Road will need upgrades and renovation in the coming years. It is expected that the existing salt shed will be replaced in Fiscal Year 2017, funded through a Town Meeting appropriation. This project is currently in the DPW Director's five-year budget request. The garage and other parts of the 200 Paradise Road facility will also need to be upgraded. The DPW Director anticipates that these upgrades will be included in the capital improvements plan for the Town. DPW also maintains Swampscott Cemetery and Andrews Chapel. Andrews Chapel is currently undergoing restoration work. The Town has allocated over \$200,000 for exterior masonry repairs and other maintenance. Private donations and grants are solicited through the Andrews Chapel Restoration Fund, overseen by the volunteer-run Andrews Chapel Restoration Committee.

A new Facilities Director was hired in April 2016 and will take on the responsibilities of the former Facilities Manager. This position will be shared between the Town of Swampscott and the Swampscott Public School District, and will be funded 50% from the School District Budget and 50% from the General Government Budget. This new position will alleviate the main source of strain on DPW staff time. Once the position is filled, additional facilities staff may be hired under the new Facilities Director to transition all facilities duties to this new division/department.<sup>66</sup>

With respect to road and sidewalk maintenance, DPW generally addresses repairs and repaving with its own staff from April 15 to November 15 annually. In the past the Town has primarily used Chapter 90 funds, but in 2015, the Capital Improvement Committee approved supplemental funding for roadway and sidewalk repairs. Currently, the Town has plans to upgrade all Town-owned streetlights to LED lighting, paid in for with Green Communities funding.

The Water and Sewer divisions of DPW are responsible for wastewater collection and water distribution systems of the Town. This includes the operation and maintenance of the infrastructure as well as direct services such as meter reading, meter installations, and meter replacements. The Town's water distribution and wastewater collection systems are funded through the Water and Sewer Enterprise Fund. This fund includes the operation and maintenance of these

systems, and revenues come from user charges. About 32% of the fund goes to the Massachusetts Water Resources Authority (MWRA) and about 16% goes to Lynn Sewer. The Town purchases water from the MWRA. The sewer treatment plant is located in Lynn, at a facility that serves Swampscott, Lynn, Nahant, and Saugus.

All of the Town's water is supplied by MWRA through a sixteen-inch water main on New Ocean Street. The Town upgraded water mains in some areas of the town using MWRA zero interest loans, and has relied on financial assistance from the MWRA for about 15 years.<sup>67</sup>

Recently, the Water and Sewer divisions have conducted water quality projects, design and construction of new water mains, town-wide Backflow testing, a drainage study, and environmental cleanup projects. Some of these projects have been supported by grant funding from MassDEP and other sources.

An upcoming project for the DPW is to address a Federal Consent Decree from the Environmental Protection Agency (EPA) to eliminate flows of stormwater runoff pollutants into the ocean. Addressing these federal requirements will necessitate identifying the source of contamination and making related upgrades to stormwater and wastewater infrastructure to eliminate possible leaks.<sup>68</sup> According to initial engineering estimates, this could cost between \$6-21 million depending on what

level of repair and upgrade is required. On the higher end of the estimate, all sewer mains and sewer services in the Stacey Brook catchment would be relined. The lower cost option would only address the relining of the sewer mains in the catchment area. These upgrades would likely be funded through the Sewer Enterprise Fund and result in an increase in sewer rates. The Town with the assistance of its consultant will hire a contractor to conduct these upgrades.

The DPW has a strong relationship with the Town's Capital Improvement Committee and Finance Committee. The DPW Director has a seat on the Capital Improvement Committee, which is beneficial with respect to communicating the needs of local facilities and town staff. DPW equipment is generally up-to-date, and needed facilities upgrades are part of the capital planning process. DPW does not typically seek grant funding for its activities, in part due to the significant time required for grant writing.

In the coming years, the DPW Director expects a few staff retirements. There is a great deal of institutional knowledge within the department, and training new staff to ensure that this institutional knowledge is transferred prior to retirements or other transitions will be important.

Other utilities and services in Swampscott that are not part of DPW's responsibilities:

- Electric and gas service in Swampscott are provided by private utilities.

- Residential and commercial trash and recycling services are overseen by the Health Department.

### Police, Fire, and Emergency Management

The mission of the **Police Department** is:

"The Swampscott Police Department is a community-oriented police department, committed to providing professional service to all with fairness, compassion and respect, regardless of religion, age, race, color, creed, nationality or lifestyle. Working in concert with the community we endeavor to prevent crime, protect life and property and preserve the peace, order and safety in Swampscott. We nurture public trust by holding ourselves to the highest standards of performance and ethics."

As of 2015, the Police Department employs about 34 FTE staff, which breaks down as: 1 Police Chief, 1 Captain, 4 Lieutenants, 6 Sergeants, 20 Patrol Officers, 0.5 Matrons, and 1.5 Administrative Assistants.<sup>69</sup> There are about half a dozen part-time patrol officers who are available on an as needed basis. Matrons are female employees that assist in situations where the police have a female detainee and need a female to help witness and assist with handling the incident. Police Department employees are required to live within a ten-mile radius of town, and about half of them live in Swampscott; according to an interview the Police Chief in October 2015, housing affordability does not appear to be a

significant issue for the current staff.

According to the Police Chief, the department currently needs the most support in its detective unit. The detective unit would benefit from an additional full-time detective to restore previous staffing levels as well as to meet current and future needs. The department previously had one detective focused primarily on family-related incidents, such as responding to domestic violence and juvenile offenders. The detective unit sergeant currently serves half time as a prosecutor in court and half time attending more directly to detective unit needs. Within that unit, one detective responds primarily to larceny, theft, and drug-related incidents. Another serves as the town's school officer.

The Police Department moved into a new facility at 531 Humphrey Street in 2013, after 75 years of operating from 86 Burrill Street. Generally, the Police Department's facility and fleet of vehicles are in good condition. When the department moved to its new location, its radio equipment was affected as the new location did not have a strong radio signal. The department is currently in the process of installing a repeater to address this problem.

The Swampscott Police Department is interested in taking a regional approach to policing. Swampscott is geographically it is situated between two larger cities, Lynn and Salem, and people traveling between Lynn and Salem would usually pass through

Swampscott.

This impacts policing in terms of traffic management as well as in responding to emergencies and criminal activities.

Dispatch services are shared with the City of Lynn Police Department. This includes a shared database for records of 911 calls and increased ability to dispatch police vehicles and answer 911 calls in collaboration with Lynn's larger police department. Swampscott has its own lockup facility, but also has access to use lockup in Lynn.

Swampscott is a member of the Northeastern Massachusetts Law Enforcement Council (NEMLEC), a consortium of police departments in Middlesex and Essex Counties, and two County Sheriff's Departments.<sup>70</sup> Members of this consortium share resources and personnel. Participation in NEMLEC, formalized through a mutual aid agreement, gives Swampscott access to a SWAT (Special Weapons and Tactics) team, a Regional Response Team (RRT), and the School Threat Assessment/Response System (STARS). The Swampscott school officer is a member of the STARS team.<sup>71</sup>

Swampscott is also part of the Northeast Homeland Security Regional Advisory Council, NERAC. The Police Department has availed itself of the Regional Cache Site in Beverly, such as access to pole-mounted cameras.

As computer-related crimes like identity theft have increased over the years, the Police Department's information technology needs have grown. The Town recently hired an Information Technology Director, who serves all municipal IT needs. This has helped somewhat, but the department could benefit from access to crime analysts and additional IT assistance. As a small department, this is a resource the Swampscott Police may be interested in pursuing as a shared service with other communities. The Police Department does have an internal website that has helped with roll call and communication within the department.

Swampscott Police maintain communications and community relations with the help of various social media tools, including the MyPD App, a Facebook page, a Twitter account, community alert system through Nixle, and its website. Additionally, the Police host and attend numerous local events to build relationships with the community.<sup>72</sup>

Generally, the Police Chief feels that the Police Department functions well.

The Swampscott Police disciplinary staff receive virtually no complaints. The town has a relatively low crime rate. The Police are focused often on quality of life issues, such as managing traffic flow and being responsive and proactive to keep the crime rate low.

The mission of the **Fire Department** is:

"To provide optimum protection from fire loss, and prompt and professional response to medical emergencies. Our objective is always to prevent loss of life and property through a proactive approach for fire prevention, however when fire does occur to contain and extinguish it with minimum loss. The fire department is comprised of three divisions. Suppression division is responsible for responding to all calls of an emergency nature. Fire prevention is responsible for all public fire related education as well as all code enforcement. Administration includes the office of the chief of department, training and operations, and fire investigation."

As of 2015, the Fire Department at 76 Burrill Street employs 34 FTE staff<sup>73</sup>, which include 1 Fire Chief, 1 Deputy Chief, 4 Captains, 4 Lieutenants, and 24 Firefighters.<sup>74</sup>

The Fire Department partners with the City of Lynn for a combined regional dispatch program.

Representatives from the Town's Police Department and Fire Department serve as the Town's Emergency Management committee<sup>75</sup>, which is noted in the Town Budget as a 0.5 FTE position.<sup>76</sup>

Ambulance services are provided by private entities; one such entity has leased the back



portion of the former police department at 86 Burrill Street next door to the Fire Department.

The Town is currently working to improve its Emergency Operations Center (EOC), located at the Police Department, 531 Humphrey Street. This will allow for greater coordination between police, fire, and emergency management in a shared space. The Town's Information Technology Director is helping to make these improvements.

### Public Library

The Public Library is located next to Town Hall at 61 Burrill Street. The Library's mission is:

"Swampscott residents and visitors of all ages have access to current information and recreational material and programs at the Swampscott Public Library. The Swampscott Public Library provides to its users the information they want, in a timely manner, opportunities and support for lifelong learning, and

curriculum support for students for local schools and home-based educators. We are committed to provide educational support, current titles, and basic information to the townspeople."

The library is very popular and has seen increasing circulation every year (with the exception of Fiscal Year 2015, due to snow-related closures and parking challenges in February 2015).

The facility has meeting spaces, computers for public use, hosts a variety of community programs, and of course a collection of books and media.

### ***Fire Department at 76 Burrill Street***



*Credit: MAPC*

The Library was renovated in 1997, which included an addition to the facility. The original 1997 plans were larger than what was ultimately approved by the town and resulted in a smaller addition with less state funding. In 2017, twenty years after the 1997 renovation, the Town may be eligible for state funding for a new facility or renovations to the existing facility. Some level of renovation will be necessary because the library does not have adequate space to meet patron and staff needs.

The most frequent complaint about the library facility is its limited parking availability. The Library has partially addressed this by making its book drop available at all times, even when the Library is open. The Library does address facility maintenance needs through the local capital improvement process and with



assistance from other state funding. Recent improvements include replacing its HVAC units using Green Communities funding and repairs to its elevator through the Town's capital improvement process.

According to the FY16 Town Budget, the library employs 10 FTE positions, which includes the following staff: 1 Director, 1 Assistant Director, 0.5 Secretary, 0.5 Children's Librarian, 1 Circulation, 1.5 Reference, 0.5 Cataloguer, 0.5 Library Assistant, 1 Tech Aide, and 2.5 Adult Aides.<sup>77</sup>

However, though there are 10 "full-time equivalent" positions, only four library staff are full time employees. Scheduling for full coverage during all shifts is challenging. Library employees that work more than twelve hours per week are required to join the Union, which provides leave and holiday benefits. The Library is not adequately staffed at present.<sup>78</sup>

The Library currently shares custodial staff with Town Hall and that custodian works 18 hours per week split between Town Hall and the Library. The Library Director indicated that the library would benefit from having its own custodial staff. Additionally, the Library Director indicated that one additional full time circulation staff person would benefit the Library significantly.

The Library is overseen by the Swampscott Public Library Trustees, a Town board with three elected members as well as the Library Director and Assistant Director.

The Library has worked with the schools to coordinate educational programming and provide librarian support. The elementary schools do not have their own librarians and, until recently, the Middle School did not have a librarian on its staff either. The Library currently has a strong working relationship with the High School Librarians.

A private donor has supplemented Library and School District resources in recent years, particularly with respect to STEM programming. Part of this donation included a 3D printer for the Library, Middle School, and High School.

The Library is also supported by the Friends of the Swampscott Public Library, a "tax-exempt entity that provides volunteer help, conducts an annual book sale, sponsors programs for adults, purchases all museum passes, funds the library newsletter and underwrites many Young Adult and Children's Room activities."<sup>79</sup> This group has about 300 members, with about eight members who are very active. The Library Director serves as an Ex-Officio member for this group.

## ***Schools***

### Swampscott Public Schools

As of September 2015, the Town of Swampscott has a Pre-K program, three elementary schools for Kindergarten through Fourth Grade (Clarke, Hadley, and Stanley), Swampscott Middle School and Swampscott High School.<sup>80</sup>

Swampscott Middle School and High School serve Swampscott residents as well as Nahant residents for Grades 7-12, as Nahant schools only serve Kindergarten through sixth grade. Swampscott generally boasts a high graduation rate; in 2014 the 4-year graduation rate was 98%. Many high school graduates in Swampscott have post-secondary education plans; in 2013-2014, about 81% of high school graduates in Swampscott reported plans to attend a 4-year private or public college, about 15% reported plans to attend a 2-year private or public college, about 2% planned to enroll in the military, and others planned to work, had other post-secondary education plans, or had other/unknown plans.<sup>81</sup> Swampscott employed 182.9 teachers in 2014-2015 with a student/teacher ratio of 12.3 to 1, as compared with a statewide ratio of 13.3 to 1.

Swampscott schools accept Metco students. Metco is a voluntary grant program funded by the Commonwealth of Massachusetts "intended to expand educational opportunities, increase diversity, and reduce racial isolation, by permitting students in certain communities to attend public schools in other communities that have agreed to participate."<sup>82</sup> Currently, students participating in Metco either reside in Boston or Springfield.<sup>83</sup> Swampscott Public Schools do not offer School Choice.<sup>84</sup>

Enrollment by Race and Ethnicity for 2014-2015 in Swampscott demonstrated that Swampscott Public Schools were more diverse than the town as a whole. The White,

Non-Hispanic town-wide population as of Census 2010 was 93.0% and School District enrollment in 2014-2015 was 83.5% White. According to enrollment data from the Massachusetts Department of Elementary and Secondary Education, enrollment by race/ethnicity in 2014-2015 was as follows: 3.6% African American, 2.2% Asian, 8.5% Hispanic, 0.2% Native American, 83.5% White, 0.2% Native Hawaiian or Pacific

Islander, and 1.8% Multi-Race, Non-Hispanic.<sup>87</sup>

The school buildings are in various states of repair. The high school building was built in 2007 and is in good condition with state-of-the-art facilities. The remaining buildings need significant investments to address maintenance needs and compliance with the Americans with Disabilities Act (ADA)

including but not limited to wheelchair accessibility. Clarke Elementary School is currently undergoing renovations to become ADA compliant.

The new Facilities Director position would be a shared position with the Town and School District. This is anticipated to help address school maintenance needs. Other shared services between the Town and School District have been discussed and are under consideration, such as sharing of accounting and business office staff and sharing of information technology staff. Swampscott shares procurement services with the City of Salem.<sup>88</sup>

During 2014, the School Committee explored consolidation of grades 1-4 into a single, new school. This school was proposed for the site adjacent to the Middle School and would have had a capacity of 635 students. This proposal did not pass at Special Town Meeting in October 2014 and was rejected by voters in November 2014. Since then, alternatives have not been developed. There is considerable debate within town over renovating existing school buildings or building new. There is also a sense that there are no ideal locations for a new school. Some community members are reluctant to develop existing open space for this purpose, particularly when there are former school buildings in town that lie vacant. Even if a new school were built, the Town would need to address newly vacated buildings.

**Table 33: Swampscott Schools**

School Name	Address	Grades and Administrative Purposes Served in 2014-2015 Academic Year <sup>85</sup>	Total Enrollment 2014-2015 <sup>86</sup>	Notes on year built, renovations, and current condition
Clarke Elementary School	100 Middlesex Avenue	K-4, 2 sections for each grade	209	1955, 1.064 acres
Hadley Elementary School	24 Redington Street	K-4, 2 sections of Kindergarten and 3 section of Grades 1-4	292	1910, 1.386 acres
Stanley Elementary School	10 Whitman Road	K-4, 3 sections for each grade	294	1960, 6.079 acres
Swampscott Middle School	207 Forest Avenue	Grades 5-8 Pre-K Program School Administration	PK: 54 5-8: 722	1963, 14.808 acres, adjacent to other Town-owned property. Land transferred from Town to School in 1940.
Swampscott High School	200 Essex Street	Grades 9-12 Senior Center at property rear	679	2007, listed in assessment as Jackson Park - adjacent to Jackson Park

### Essex Technical High School

Swampscott residents are part of the district for Essex Technical High School, located in the Hathorne section of Danvers. Essex Technical High School is a public regional technical and agricultural high school and serves seventeen communities in the North Shore. The school has four technical academies with no more than 360 students each: Technology and Services, Life and Natural Sciences, Animal and Plant Science, and Construction and Technology.

### North Shore Education Consortium

Swampscott is a member of the North Shore Education Consortium (NEC). NEC was founded in 1975 and its mission is "to support member districts by offering high quality, cost-effective school programs, consultation, professional development, support services and resources." The consortium aims "to ensure that districts can provide successful learning experiences for all students, including those with complex or low-incidence special needs."

### ***Town and School District Owned Buildings***

Swampscott has numerous Town-Owned and School District-Owned properties. The condition of these properties ranges from actively used buildings in good repair such as the Town Administration Building or the High School to vacant and deteriorating properties such as the former school at 71 Greenwood Avenue.

### **Facilities used for Town services:**

- Former Police Station building at 86 Burrill Street – front is used by Historical Commission
- Fire Department at 76 Burrill Street
- Public Library at 61 Burrill Street
- Town Hall at 22 Monument Avenue
- Fish House at 391 Humphrey Street – first floor includes office of Town Harbormaster
- Police Department and Pumping Station at 531 Humphrey Street
- Senior Center at back entrance of High School building at 200 Essex Street
- Public Works Facility at 200 Paradise Road
- Andrews Chapel at 400 Essex Street

### **Town-owned facilities leased to private organizations:**

- Former Police Station building at 86 Burrill Street, back leased to ambulance service
- Fish House at 391 Humphrey Street – second floor leased to Swampscott Yacht Club and units on ground floor leased to fishermen
- VFW building at 16 New Ocean Street
- C&L Liquors at 26 New Ocean Street

### **Vacant Town-owned Facilities:**

- Former Senior Center at 89 Burrill Street
- Machon School at 35 Burpee Road
- Phillips/Greenwood Avenue School at 71 Greenwood Avenue

### **Properties sold by Town since 2007:**

- Former Temple Israel at 837 Humphrey Street
- Phillips Avenue Fire Station at 2 Phillips Avenue

### **Schools:**

- Swampscott High School at 200 Essex Street
- Swampscott Middle School and School Administration at 207 Forest Avenue
- Hadley Elementary School at 24 Redington Street
- Stanley Elementary School at 10 Whitman Road
- Clarke Elementary School at 100 Middlesex Avenue

Map 8 shows the public facilities and tax exempt properties in Swampscott.

### Maintenance, Acquisition, and Disposition of Public Facilities

Over the last several years, Swampscott Town staff and residents have been working to improve the local process for maintenance, restoration, acquisition, and disposition of properties owned by the Town and School District. Numerous Town and School District properties underwent transitions about a decade before this document was written. The Town recognized the need for a new Police Station, and initially purchased the Temple Israel property for this purpose in 2006. In 2007, Town Hall was undergoing renovation,



so Town Administration was temporarily moved to the Temple Israel property. Around this time it was also determined that 531 Humphrey Street, at the time a Town pumping station, would be redeveloped to include the new Police Station as well as the existing pumping station. The Town engaged an architect to develop plans for 531 Humphrey Street in 2007.

The new Swampscott High School and Senior Center opened in 2007 and the Middle School moved to its present location at 207 Forest Avenue. The Greenwood Avenue School Building became vacant in June 2007 when the Middle School and High School moved to their new locations. The former Senior Center at 89 Burrill Street and the Machon School at 35 Burpee Road also became vacant around that time.

In November 2007, a Town Building Study Committee convened and issued a report for Town Meeting in May 2008. Progress on the committee's recommendations varied; many of the recommendations were followed but a few properties have struggled and remain challenges for the town as of 2015. In February 2015, nearly 100 participants attended the Town Building Reuse Forum, giving the Town many ideas to pursue for the remaining buildings.

Table 34 summarizes progress on the Town Building Study Committee's recommendations and the current status of each property, including relevant information from the 2015 Town Building Reuse Forum.

Among the variety of Town and School District assets, the properties that pose the biggest challenge for the community are the vacant properties: the former Senior Center at 89 Burrill Street, the former Machon School at 35 Burpee Road, and the former school at 71 Greenwood Avenue. Currently, the DPW spends about \$25,000 a year, plus insurance costs to provide basic maintenance to these three buildings.

The property at 89 Burrill Street was home to the town's Senior Center for thirty years. The Senior Center was closed in 2007 when the new facility opened at the high school. Following its closure, the Town issued several requests for proposals (RFPs) to convert it for affordable housing but did not find a buyer. Community input was solicited in February 2015 at the Town Building Reuse Forum and informed the town's current approach to issue a new RFP for lease of the building as an art and cultural center.

The 4,200 square-foot, two-story wood

### ***Interior, Swampscott High School***



***Credit: MAPC***

### ***Stanley Elementary School***



***Credit: Jaren Landen***

### ***Swampscott Public Library***



***Credit: MAPC***

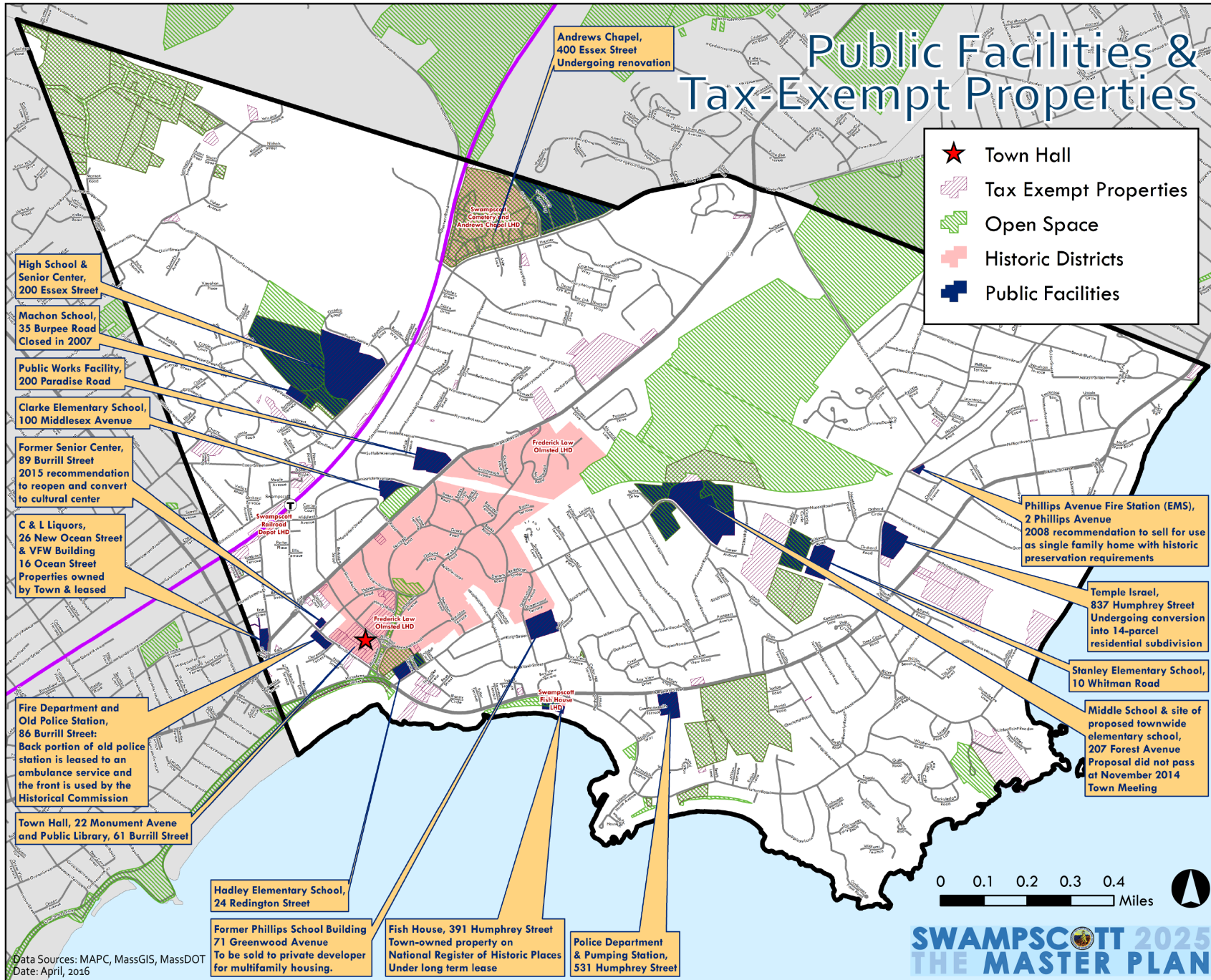
### ***Former Police Station on Burrill St.***



***Credit: MAPC***



Map 8: Swampscott Public Facilities and Tax-Exempt Properties



**Table 34: Study Recommendations**

#	Property/ Recommendation Reference	2008 Town Building Study Recommendation	Status as of March 2016
1	Former Temple Israel, 837 Humphrey Street	Sell to a developer for high-density housing.	In 2013, the Planning Board approved a 14-parcel residential subdivision. The property has been sold and is now under construction.
2	Pumping Station, 531 Humphrey Street	Move forward with plans for new police headquarters and pumping station.	Completed in 2013
3	Old Police Station, 86 Burrill Street	Lease to an ambulance service.	Back portion of building leased to an ambulance service in 2014, front portion of building used by Historical Commission since 2015.
4	Phillips Avenue Fire Station/ EMS, 2 Phillips Avenue	Sell for use as a single family home with preservation of 1903 portion of structure	Completed in 2010
5	71 Greenwood Avenue school building	Sell to a developer for multifamily housing, with preservation of 1894 building	Still vacant and now substantially deteriorated, efforts to redevelop have met legal and technical challenges
6	Former Senior Center, 89 Burrill Street	Either keep and lease, or demolish to expand parking for the library.	Town has issued RFPs for affordable housing but no buyers. At Town Building Reuse Forum in 2015, community expressed interest in an art and culture facility. Town is in process of reviewing proposals for lease and redevelopment as a cultural center.
7	Fire Station, 76 Burrill Street	Maintain as is.	Continue to maintain.
8	Public Works Facility, 200 Paradise Road	Maintain as is.	Continue to maintain.
9	Machon School, 35 Burpee Road	Keep by School District per the School Master Plan Committee.	School District transferred ownership to Town in 2012. Remains vacant and has deteriorated further. Town went out to RFP in February 2016 and currently reviewing submissions for selection.
10	Hadley School, 24 Redington Street	Keep by School District per the School Master Plan Committee.	Still in use as an Elementary School.
11	Clarke School, 100 Middlesex Avenue	Remain in use as an elementary school per the School Master Plan Committee.	Still in use as an Elementary School.
12	Stanley School, 10 Whitman Road	Remain in use as an elementary school per the School Master Plan Committee.	Still in use as an Elementary School.
13	VFW Building, 16 New Ocean Street	Remain under long term lease to a Veteran's organization.	Still in use by VFW.
14	C&L Liquors, 26 New Ocean Street	Remain under lease by tenant.	Still in use by C&L Liquors.
15	Fish House, 391 Humphrey Street	Remain under long term lease by a tenant and maintain as a National Register property.	Still leased by Swampscott Yacht Club and maintained as a National Register property.
<b>Implementation Recommendation:</b> Create a Town Building Oversight Committee to implement report recommendations.			Committee was formed and developed zoning recommendations for Temple Israel, Phillips Avenue Fire Station, Former Senior Center, and Greenwood Avenue School.



### *Swampscott High School and Senior Center (Rear of Building)*



*Credit: MAPC*

frame construction building was built in 1885. It is within walking distance of many Town buildings, the Olmsted District, the train station, Humphrey Street, and the shoreline. The property is adjacent to A2 and A3 residential zoning districts.

A 2007 visual condition assessment identified \$150,000 of repairs needed at that time. The first floor of the building includes sitting rooms, the second floor features a ballroom with a stage, and the basement of the building includes an addition with a kitchen and assembly area. The basement can currently be accessed by a wheelchair ramp. The first and second floor are not wheelchair accessible, but redevelopment of the building could be phased so the ground floor may be occupied while an elevator and

other improvements are made to make the rest of the building accessible.

**The former Machon School at 35 Burpee Road** was built in 1921 with a major addition in 1963. The school closed in 2007 and has been vacant since. In 2012, ownership of the property was transferred from the School District to the Town.

Following input from the Town Building Reuse Forum in February 2015, community members recommended selling the property for use as assisted or independent living for senior citizens, including some affordable units. If redeveloped for residential use, classrooms could become apartment units. Another option would be to demolish the property and either build

### *Former Senior Center at 89 Burrill Street*



*Credit: MAPC*

something new or expand park space. The Board of Selectmen requested further study of the property before making a decision. The Town released a Request for Interest, Ideas, and Innovation (RFI) to solicit feasible redevelopment options. Five concepts (including affordable housing, senior housing, live/work lofts, and an educational center) were submitted and presented to the community. The Selectmen used the concepts and community feedback to then release an RFP in February 2016 requesting proposals for the lease or sale



**Former Machon School (Exterior)**



*Credit: MAPC*

**Former Machon School (Interior)**



*Credit: MAPC*

of the property for housing, educational, or community uses. The proposals from that RFP are currently being reviewed.

Currently, frequent trespassing is a challenge with maintaining the property. The building is adjacent to Jackson Park and Swampscott High School. It is in the A3 zoning district, which allows assisted living, up to eight units of multifamily housing, and bed and breakfast establishments with up to

**Former School at 71 Greenwood Avenue**



*Credit: MAPC*

three guest rooms by special permit.

**The former school at 71 Greenwood Avenue** was built on land donated to the Town by the Phillips family in the late 19th century. In 2008 the Town Building Study Committee recommended conversion of the property for use as multifamily housing and preservation of the original 1890s portion of the building.

The building is situated on a 96,810 square foot lot on top of the hill at Greenwood Avenue. It was built in the late 1890s with an alteration in 1915 and a significant addition in 1936. The 104,302 square foot building

has the largest footprint in the area and is the tallest building as well. It is surrounded by the A2 Zoning District, which is a single family residential district.

The property boasts a stunning view of the town and Fisherman's Beach, but it has many challenges. Its hilltop location is steep and parts of the site are undevelopable. The building has significantly deteriorated since the school closed and since the 2008 recommendation to preserve the building.

Recent redevelopment efforts have been met with technical as well as legal challenges. The property is much different



than its surroundings in scale. Preservation of the structure would likely be very costly now, and may no longer be feasible given the level of water damage and other deterioration within the property. Of the remaining properties mentioned in the 2008, many would benefit from standard maintenance improvements as well as more significant renovation.

### Public Input

[Master Plan Public Forum 3: Transportation, Public Facilities and Open Space](#)

At the Public Forum on July 23, 2015 participants were shown posters that provided an overview of Town and School-owned buildings, including the Town’s accomplishments with these properties as well as their challenges. They were asked what their priorities are for Town facilities and the Town’s acquisition/disposition process, and ideas for improvements to public services and facilities.

Given the following list of 10 priorities for the Town, this is what participants in the July 23, 2015 forum thought should be prioritized.

Additionally, MAPC and Master Plan Committee members had conversation with participants about needs and also asked participants to write down comments about Town service and facility needs. One of the observations made at the meeting was that the Town’s process for acquiring and selling

properties could be better communicated to the general public.

***"We need a community center for people of all ages."***

***"Look for ways to share facilities with other Towns."***

**Table 35: Participant Priorities, July 23, 2015**

What should be prioritized?	Number of Participants	Percent of Participants
1. Maintaining state-of-the-art facilities	1	1%
2. Funding renovations	8	11%
3. Putting underutilized Town properties back on the tax rolls	14	19%
4. Preserving town history	14	19%
5. Meeting housing needs	2	3%
6. Creating more open space (parks)	9	12%
7. Hazardous conditions in vacant buildings	3	4%
8. Keeping assets in Town control.	3	4%
9. Maintaining neighborhood character	5	7%
10. Staying informed and having a voice in decision making.	16	21%
<b>TOTAL VOTES</b>	75	100%

## Recommendations

<b>Goal PS.1:</b> Ensure Swampscott's facilities and services meet community needs.
<b>Strategy PS.1.1:</b> Explore near-term opportunities for reuse of Town-owned properties.
<b>Action PS.1.1.1:</b> Explore potential of moving DPW's Paradise Road facility to another location to open up its current site for future investment. Should no additional location be identified, ensure planned upgrades to DPW facility occur by 2020.
<b>Action PS.1.1.2:</b> Develop community consensus on reuse of school facilities and renovate or build new facilities accordingly.
<b>Strategy PS.1.2:</b> Plan for future reuse and expansion of town-owned properties.
<b>Action PS.1.2.1:</b> Develop an action plan for public library renovation and improvements.
<b>Action PS.1.2.2:</b> Ensure planned upgrades to fire department facilities.
<b>Action PS.1.2.3:</b> Strive for state-of-the art facilities by exploring incorporation of new technologies and building techniques; incorporate these into renovations and new construction when feasible.
<b>Strategy PS.1.3:</b> Improve efficiency and effectiveness of Town's operating processes.
<b>Action PS.1.3.1:</b> Prioritize and implement recommendations from the 2016 Services Delivery and Opportunities Report.
<b>Action PS.1.3.2:</b> Evaluate implementation efforts to date on the 2008 Swampscott School Master Plan and determine next steps.
<b>Goal PS.2:</b> Secure adequate resources for Swampscott's public services and facilities.
<b>Strategy PS.2.1:</b> Ensure adequate staffing for public services.
<b>Action PS.2.1.1:</b> Recruit a full-time detective with family services experience for the Swampscott Police Department.
<b>Action PS.2.1.2:</b> Recruit a full-time circulation staff person for the Swampscott Public Library.
<b>Action PS.2.1.3:</b> Provide additional custodial support to Swampscott Public Library.
<b>Action PS.2.1.4:</b> Explore expansion of the Town's Information Technology Department or hiring of Information Technology staff dedicated to the police department.
<b>Action PS.2.1.5:</b> Explore shared services, such as shared crime analysts, with other municipalities.
<b>Strategy PS.2.2:</b> Ensure adequate funding for public facilities and services as well as capacity to pursue state, federal, and private funding.
<b>Action PS.2.2.1:</b> Increase funds allocated to the DPW to be more in line with other communities, so as to better maintain Swampscott's public facilities and infrastructure.
<b>Action PS.2.2.2:</b> Retain a Grant Writer consultant to support town staff.

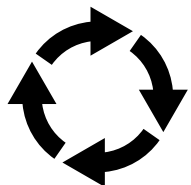
<b>Goal PS.3:</b> Ensure Swampscott's sewer and water infrastructure meets safety and environmental standards.
<b>Strategy PS.3.1:</b> Update and reinforce regulatory controls for water and sewer.
<b>Action PS.3.1.1:</b> Make necessary upgrades to comply with EPA Consent Decree.
<b>Action PS.3.1.2:</b> Ensure adequate water and sewer capacity for new development projects.
<b>Goal PS.4:</b> Enhance communication and improve transparency of town processes.
<b>Strategy PS.4.1:</b> Continue to disseminate information on town processes through all channels of communication
<b>Action PS.4.1.1:</b> Communicate capital improvement plans more widely/visibly.
<b>Action PS.4.1.2:</b> Make updates to the Town website.
<b>Strategy PS.4.2:</b> Increase coordination between Town committees and boards.
<b>Action PS.4.2.2:</b> Improve Town capacity to regularly review Town real estate assets and potential acquisitions as well as to help ensure that plans for Town-owned assets are followed in a timely manner. Plan for coordination with Capital Improvement Committee.
<b>Action PS.4.2.3:</b> Increase coordination between school district and town government; specifically ensuring open, transparent communication between School Committee and Board of Selectmen as well as between Superintendent and Town Administrator.
<b>Goal PS.5:</b> Ensure utility of all Town-owned buildings.
<b>Strategy PS.5.1:</b> Sell or lease underutilized Town-owned buildings.
<b>Action PS.5.1.1:</b> Explore leasing options for 89 Burrill Street, for example, space for non-profit arts and culture organizations.
<b>Action PS.5.1.2:</b> Complete RFP process for Machon School, select developer, and sell property.
<b>Action PS.5.1.3:</b> Determine preservation feasibility of 71 Greenwood Avenue and communicate to residents. Revisit appropriate zoning and re-issue a request for proposals based on most up-to-date information.
<b>Action PS.5.1.4:</b> Ensure that any new plans for school consolidations or closures are accompanied by a corresponding plan for addressing vacated facilities.

# 7. TRANSPORTATION AND CIRCULATION

## Key Findings

Swampscott is not unique in that it faces a variety of transportation challenges. Many issues have been observed and identified during the Master Plan process, including requests for the following improvements:

- **Pedestrian Safety:** Create safer sidewalks, crosswalks, and access to schools, beaches, parks, business districts, shopping areas
- **Vehicle Speeds:** Propose and enforce slower and safer speeds that are context sensitive throughout Swampscott
- **Public Transportation Access & Service:** Improve public transportation access to major destinations such as Boston, Lynn, Salem, Newburyport, and Rockport by providing frequent service and safe and attractive waiting areas, as well as direct bus access to the commuter rail station
- **Bicycle facilities:** Install bicycle facilities for cyclists, and areas to park bicycles within the downtown and along the beach
- **Parking:** Improve parking management techniques because on-street parking areas are often near capacity in the business district, and there are few public parking lots
- **Handicap/ADA accessibility:** Improve crosswalks that lack ADA access and ramps
- **Large intersections in small residential neighborhoods:** Decrease intersection sizes wherever possible, because overbuilt intersections lead to high vehicle speeds and difficult pedestrian crossings
- **Inconsistent signage:** Create consistent signage within the Town for parking and recreational activities, as current signage can be confusing
- **School access – safe routes to school:** Create safe sidewalks, crosswalks, and bicycle routes for children and young adults to access local schools
- **Beach access and parking:** Waterfront locations are some of the most sought-after destinations in Swampscott, and they require great access for pedestrians, cyclists, and vehicles
- **The Town currently does not have a Complete Streets policy**



## Snapshot

### Roads

- 56 miles of roadways
- Three quarters of roadways are local roads
- Major regional highways (Rte 1, Rte 128 and I-95) are 8 miles away
- Route 129 (Humphrey Street) and Rte 1A connect Swampscott to regional network

### Public Transit

- **Frequent Commuter Rail Service:** 25 daily inbound and 25 outbound trips to and from Boston's North Station; nearly 900 daily riders in Swampscott (third highest on line)
- Six bus lines connect Swampscott to Boston, Wonderland T Stop, Salem, Lynn and other North Shore communities
- Transit amenities – shelters, bike racks, benches – are lacking at many stops

### Bicycle and Pedestrian Amenities

- There are no dedicated bike lanes
- Sidewalks are found in most neighborhoods
- Pedestrian safety is a concern at many roadway crossings, particularly in Vinnin Square (Paradise Road), near the commuter rail, and across Humphrey Street



## Introduction

Swampscott's transportation network is multifaceted, and includes roadways, public rail and bus service, off-road paths and trails, sidewalks, and parking.

A successful transportation network plans for the efficient and safe movement of people and goods, and provides multiple modes of travel to access locations.

Transportation can have positive impacts on economic development, limiting pollution, and improving the quality of life for the community.

## Existing Conditions

### History of Transportation

Dating back to its beginning as a Native American fishing village, Swampscott has remained a popular destination for centuries, with visitors arriving by foot, boat, vehicle, bicycle, or rail. Much of the character of the town is a result of its relationship with transportation, including direct access to the ocean and rail.

Transportation has played a key role in the development of Swampscott, especially when rail arrived in the town in the mid-1800s and helped to spur development initially supporting a seaside resort community by the late 19th Century, and later as a year-round destination for residents and visitors.

## Roads

Vehicle access to, from and within Swampscott is critical to the community's economic future and its overall quality of life, in particular to assist and attract business activity and the continued appeal as a highly desirable residential community.

In order for the community to ensure its future is prosperous, efficient and predictable, vehicular access is essential. Swampscott's geographic location in many ways isolates the community from the larger regional highway network. It is located approximately eight miles from each of the three major highways in the area: Route 1, Route 95, and Route 128. Thus, due to the lack of direct access to major highways or arteries in the immediate area, Swampscott roadways experience a considerable amount of cut-through traffic from residents and workers from surrounding communities.

There are two major roadways located in Swampscott: Route 1A (Paradise Road) and Route 129 (Humphrey Street). These roadways connect Swampscott to the surrounding communities of Lynn, Salem, and Marblehead. Route 1A bisects Swampscott and travels somewhat adjacent to the commuter rail line connecting Swampscott directly to Lynn and Salem. Route 129 travels along the coast and then through Swampscott's downtown, connecting Swampscott to Lynn and Marblehead. These roadways (and others) are often inundated with vehicles in the

morning and evening peak hours. However, congestion can occur at other times, notably midday along Paradise Road in and around Vinnin Square. Because much of the congestion is a result of pass through traffic, it is important that those roadways operate at efficient levels throughout the day. Thus the Town should always look for opportunities to work with surrounding communities and the State to improve traffic flow.

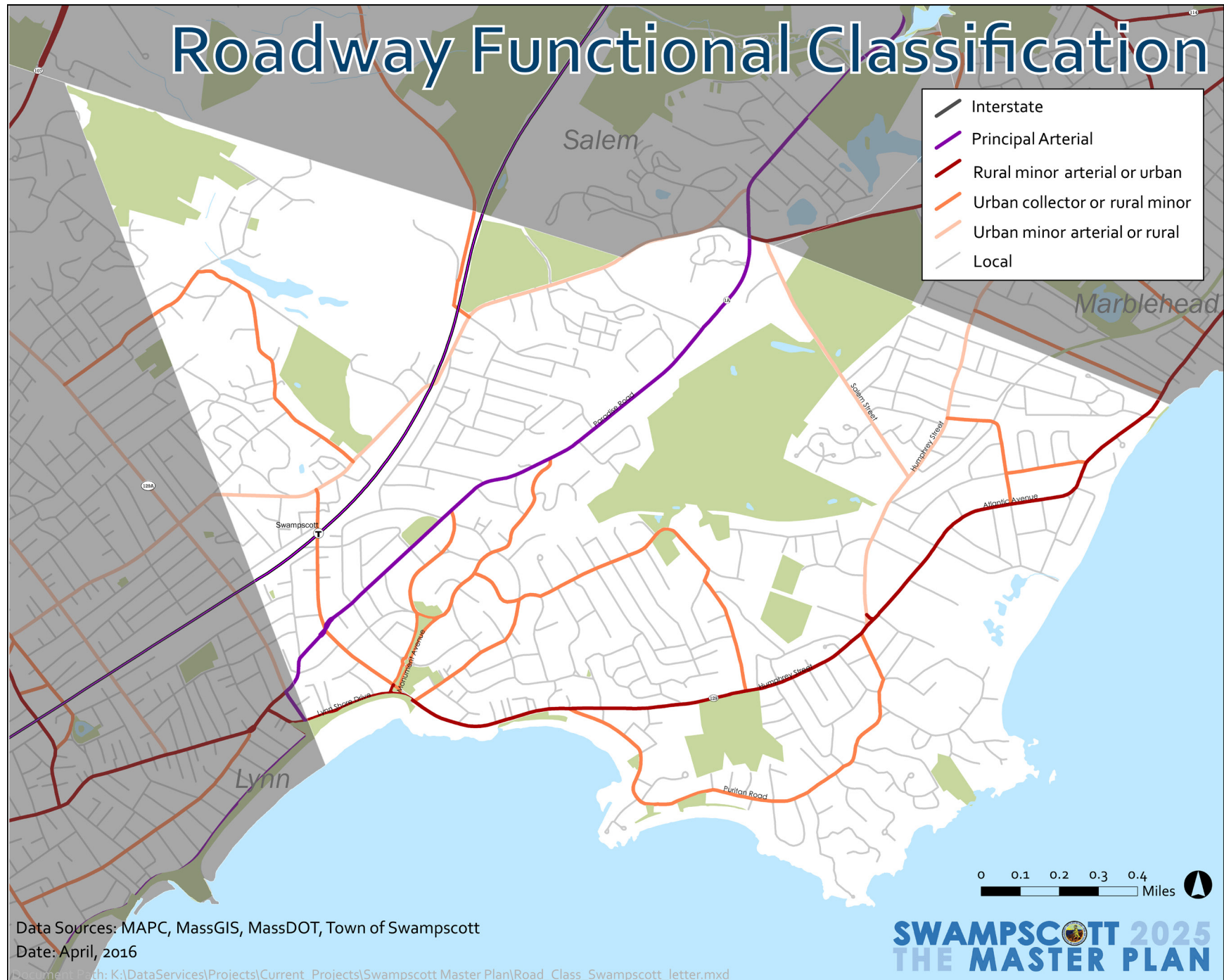
### Functional Classification of Roadways

There are 56 miles of roadway in Swampscott. As shown in Map 9, the overwhelming majority of these roads (76%) are considered local roads, characterized mainly as quiet residential streets with low traffic volumes. The remaining 24% of roadways consist of arterials (Routes 1A and 129), which include heavier traffic volumes, minor arterials, and collectors. The Town is responsible for maintaining these roads, except for Route 1A which is maintained by MassDOT.

### Traffic Volumes

As mentioned previously, Swampscott has a variety of roadways ranging from local roads to heavily traveled commuter corridors. MassDOT provided the following traffic counts for roadways within Swampscott (supplemented by additional information from other traffic studies). In general, the highest volumes are found along Route 129 and Route 1A, but also at intersections for

Map 9: Swampscott Roadway Functional Classifications



**Table 36: Traffic Volumes**

Count Location	Average Daily Traffic	Year
Essex Street near Eastman Avenue	22,900	2004
Route 129 (Humphrey Street) east of Lynn Shore Drive	20,600	2004
Route 129 (Humphrey Street) east of Monument Avenue	19,200	2004
Route 1A (Paradise Road) north of Hanover project*	18,005	2013
Lynn Shore Drive north of Humphrey Street	16,943	2010
New Ocean Street near Rock Avenue	15,100	2004
Lynn Shore Drive at Lynn Town Line	11,629	2010
Route 129 (Atlantic Avenue) east of Ocean Avenue	8,300	2004
Redington Street between Highland and Rockland	1,584	2013

Source: MassDOT Transportation Data Management System, and \*VHB Inc's Traffic Impact and Access Study, Hanover Vinnin Square, 2013

regional connective routes or cut-throughs. This includes intersections at Essex Street at Eastman Avenue/Danvers Road which provides access eventually to Route 128, and to a large retail cluster along Route 107 Highland Avenue in Salem; and Lynn Shore Drive near the Town line, which serves as a connector between Route 1A and the Lynnway for regional traffic.

#### Traffic Safety

Traffic management is important to the success of any community. Currently, Swampscott battles issues that many communities face – traffic delays, high vehicle speeds, parking, and issues of safety for pedestrians and cyclists.

According to the Massachusetts Department of Transportation (MassDOT)<sup>89</sup>, traffic safety is most problematic along Route 1A, Paradise Road, in Vinnin Square. In particular, the intersection of Paradise Road and the Swampscott Mall saw 51 crashes between 2010 and 2012, the most of any intersection in Town. Just north, the intersection of Paradise Road and Vinnin Street saw 17 crashes. The other most problematic intersection was Humphrey Street and Monument Avenue, where 12 crashes occurred. While there were no fatalities reported between 2010 and 2012 in this area, nearly two dozen injuries were reported.

Recent improvements have been made at the intersection of Humphrey and

Monument Ave, including new traffic patterns and turning lanes, to improve safety. No changes have been made along Paradise Road in the Vinnin Square area, however improvements are proposed (detailed later in this chapter).

Although statistics were not identified for bicycle crash information, given the lack of bicycle amenities in town, bicyclist safety is a concern, particularly given the growing popularity of bicycling both recreationally and as a commuting option.

#### Public Transit

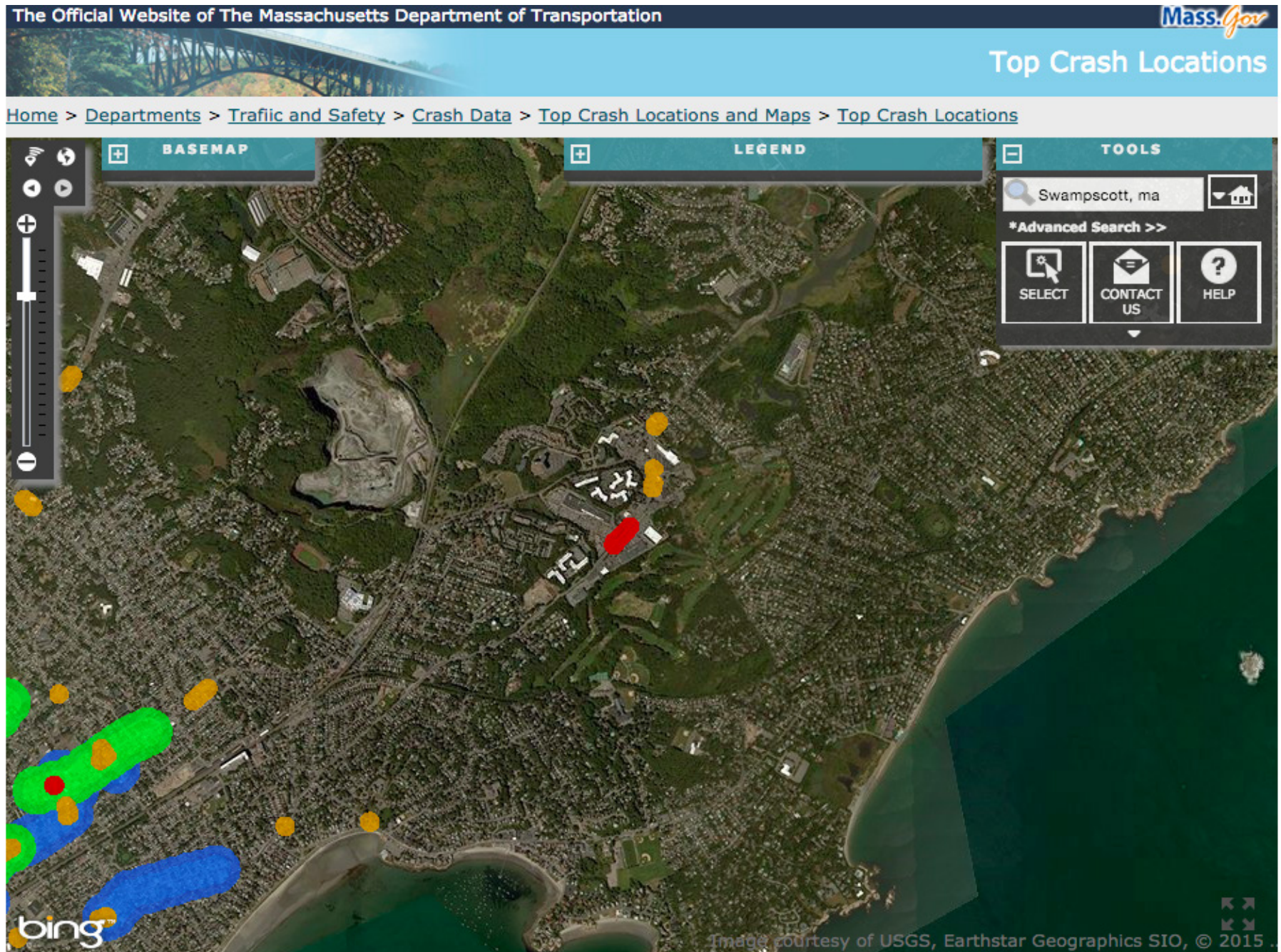
As highlighted earlier, public transportation played a significant role in the development of Swampscott. It not only brought summer residents and visitors in the early 1900s, it attracted developers to town, resulting in a desirable residential community due to the ease of access into and out of Boston. Public transportation – by train and bus – continues to be a vital asset in the community.

#### Commuter Rail

The MBTA Newburyport/Rockport line provides frequent access within Swampscott with 25 inbound and 25 outbound trains each weekday, and 13 in each direction on weekends. The line provides access south to Lynn and Boston (North Station), and also provides access north to Salem, Beverly, Newburyport, Gloucester, Rockport, and others.



Map 10: Swampscott Top Crash Locations



Source: MassDOT



The rail service is extremely popular and the Swampscott station has 884 daily boardings, the third most popular station on the line, after Salem and Beverly. During the peak hours, rail service is available every 20-30 minutes.

As of July 1, 2016, monthly commuter rail passes will cost \$244.25, and individual rides will cost \$7.50 (or \$10.50 if you pay cash on board when departing from North Station).

According to MBTA survey data, ridership at the Swampscott station consists of residents from Swampscott (48%), Marblehead (28%), and Lynn (14%). The vast majority of people drive (44%) or walk (40%) to the station, an additional 13% are dropped off, and remaining commuters arrive by bus.

### [Development Patterns near Transit](#)

The location of transit amenities has also

### ***Swampscott Commuter Rail Station***



Credit: MAPC

shaped development patterns in town. As shown in Map 11, the highest concentration of residential and business activity is found within a half mile (or a 10 minute) walk of the commuter rail station, in both Swampscott and Lynn, which include the Humphrey Street and Burrill Street spines (e.g. downtown). Areas further from the train station tend to have lower densities, with the exception of Vinnin Square along Paradise Road.

Further analysis of the higher density areas show significant contrasts in development patterns and typologies. Most notably, areas closer to the train are densely developed and walkable, and tend include commercial activities in smaller formats and smaller single-, two- and multi-family structures on small lots. Thus, Swampscott offers numerous housing and business options for those dependent on transit. The Vinnin Square area; however, is auto-oriented, with larger retail formats, large surface parking lots facing Paradise Road, and larger multifamily complexes on campus-like parcels along the periphery. Due to their design, challenging topography, and poor pedestrian connections, these areas are not particularly pedestrian friendly.

### [Bus](#)

There are six bus routes that run through Swampscott, connecting to Downtown Boston, Wonderland Station (Blue Line), Marblehead, and Salem. Within Swampscott, the buses provides service to

multiple locations including Paradise Road, Vinnin Square, and Humphrey Street. Peak service along some routes is quite frequent. The 455 runs from Salem to Wonderland and vice versa every 15-60 minutes on weekdays, whereas the 441/442 to and from Boston runs approximately every 30 minutes during peak, but less frequent during the day – approximately once an hour. Other routes, such as 448/449 offer express service, but only during the morning and evening peak hours (2-3 trips daily).

As shown in Table 37, bus routes tend to serve areas of Swampscott with higher population and job densities, including Paradise Road (e.g. Vinnin Square), and Humphrey and Burrill Streets. Buses do not directly service the Swampscott Commuter Rail Station, stopping approximately one-quarter mile, or a five minute walk from the station. Many who participated at public forums suggested the lack of a direct connection is an impediment to greater bus and train usage. However, buses are unable to travel to the eastern side of the station due to clearance issues under the rail bridge along Burrill Street. It may be possible to redirect the 441/448 bus route up Pine Street and back down Burrill Street in order to make a bus-train connection.

### ***Pedestrian and Bicycle Facilities***

### [LandLine Greenway Network](#)

The LandLine Greenway Network is developed by MAPC for a connected

**Table 37: Bus Routes and Frequency**

Bus Route	Route	Peak Hour Frequency	Hours of Operation	Weekday Boardings
441/442	Marblehead – Wonderland	30 minutes	6:00am – 8:00pm	3,453
448/449	Marblehead – Downtown Crossing (Express Service)	60 minutes	6:00am – 8:00pm (peak svc only)	334
455	Salem Depot – Wonderland	15-60 minutes	5:00am – 12:30am	2,103
459	Salem Depot – Downtown Crossing	60 minutes	6:00am – 6:00pm	1,184

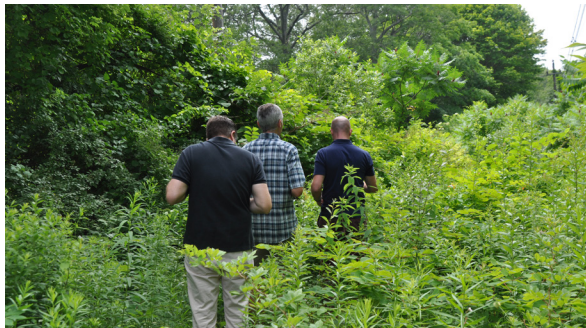
Source: MBTA

**Low clearance under rail bridge at Burrill Street**



Credit: MAPC

**Overgrown vegetation along proposed rail trail right of way**



Credit: MAPC

regional greenway network. These greenway corridors are for active transportation use (walking, cycling, running, dog walking, baby strollers, skating, etc.) and are separated from vehicular traffic to the greatest extent possible. Corridors identified as part of the LandLine network are typically shared use paths, or protected bike and sidewalk lanes (see Map 12).

In Swampscott, the proposed rail trail can potentially connect to the LandLine network and establish a single corridor extending from the Marblehead rail trail then diverting to residential streets to connect with the trail along Lynn Shore Drive. A Swampscott rail trail could close a significant gap in the network along the north shore. An additional spur would provide a connection to the MBTA commuter rail station.

**Sidewalk conditions along Paradise Road near Vinnin Square**



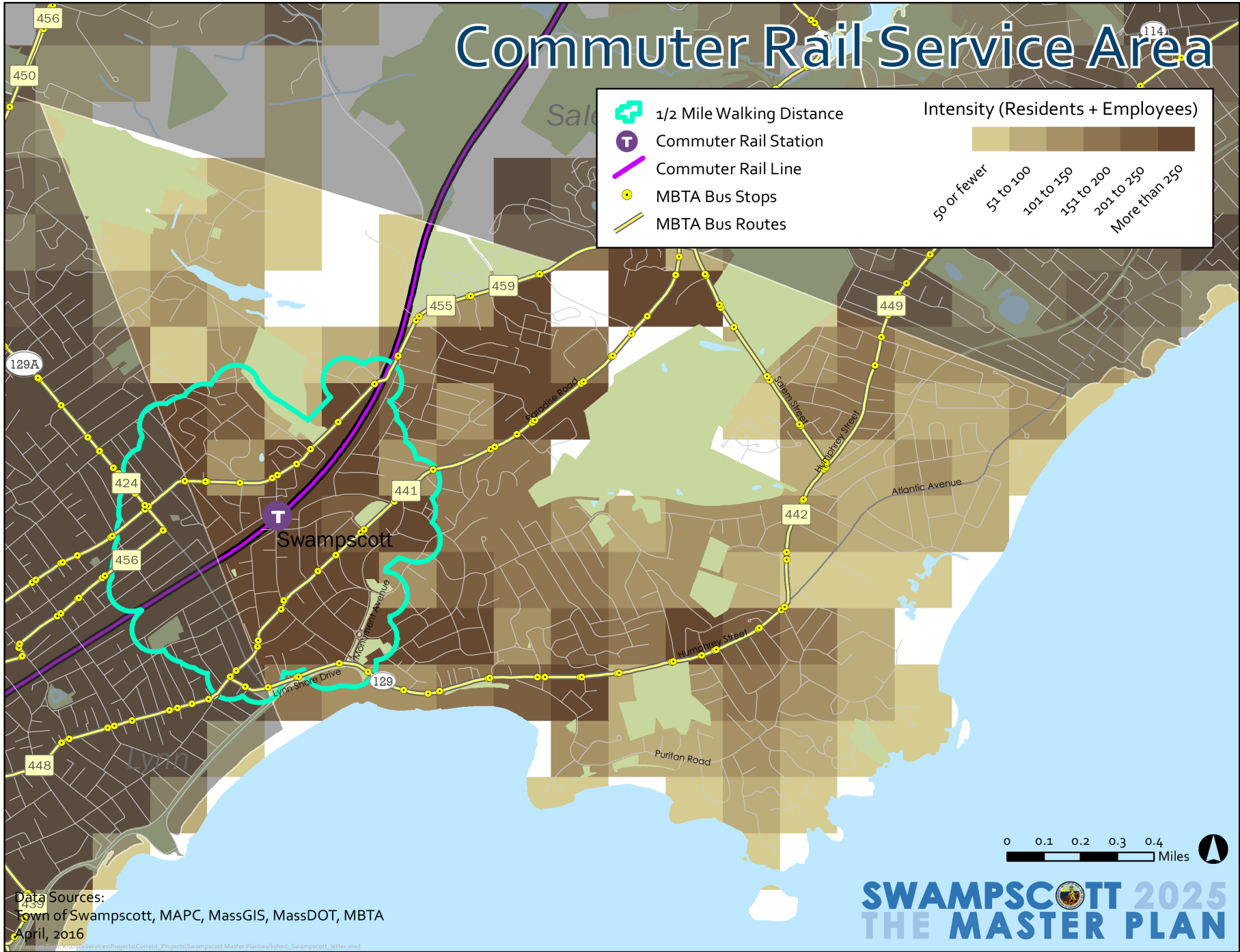
Credit: MAPC



Credit: MAPC



Map 11: Commuter Rail Service Area



Map 12: Swampscott Proposed MAPC Landline Greenway



## Proposed Landline Greenway Plan



### Swampscott

- Existing
- - - Proposed



The information depicted on this map is for planning purposes only. It is not adequate for legal boundary definition, regulatory interpretation, or parcel-level analysis.

Produced by:  
Metropolitan Area Planning Council  
60 Temple Place, Boston, MA 02111 | (617) 933-0700

Data Sources:  
Metropolitan Area Planning Council (MAPC)  
Massachusetts Geographic Information System (MassGIS)  
Massachusetts Department of Transportation (MassDOT)

May, 2016





## Sidewalks

Sidewalks are available along all major roadways. Sidewalk condition varies by location, but are generally in good condition. There are a number of roadways, such as Paradise Road and Humphrey Street that provide sidewalk access but are dangerous to cross. Lack of pedestrian safety can be due to extremely wide crossings that lengthen the amount of time that pedestrians are exposed to vehicles (Humphrey Street) or a lack of crosswalks in heavily traveled areas (Paradise Road).

## On-road Bicycle Facilities

Bicycle use is permitted on all streets within Swampscott, and many roadway corridors are popular for on-road cycling. However, there are currently no on-road bicycle lanes or facilities within the town, which is problematic given the town's close proximity to numerous regional off-road trails. Providing safe on-street facilities for cyclists is extremely important, and will aid in reducing vehicular congestion within the town. Swampscott's location on the water further encourages travel by bicycle, for easy access to local beaches and parks.

## Off-road Pedestrian and Bicycle Facilities

There are off-road facilities directly adjacent to Lynn Shore Drive that provide waterfront walking and biking access between the Lynn city line and Swampscott's business district on Humphrey Street.

### ***Pedestrians attempting to cross on Humphrey Street and at Vinnin Square***



*Credit: MAPC*

### ***Walking and biking along the waterfront***



*Credit: MAPC*

There are a few additional areas of off-road trails in Swampscott, but they are generally overgrown and impassable on foot or by bike, and lack continuity or connections to destinations. Town residents are generally very supportive of constructing a Swampscott Rail Trail utilizing an abandoned rail corridor. Rail trails are available and popular in Lynn, Salem, and Marblehead. Swampscott's section of the right of way is a large gap between the existing trail network. There are some immediate abutters to the proposed rail trail that strongly oppose the project. The opponents, as well as title issues with certain sections of the corridor, have delayed the project for nearly two decades. When constructed, Swampscott residents would have access to miles of a contiguous trail system extending to Marblehead and Salem.

## ***Parking***

Nearly all communities grapple with issues of parking, including how much to provide, whether to charge for parking, and how to encourage turnover of on-street parking while still encouraging residents and visitors to support local businesses.

Residents are generally concerned about parking availability along Humphrey Street, local beaches, and near the commuter rail station. However, there have not been any recent parking studies performed in the town.

### ***Parking at the Swampscott Commuter Rail Station***



*Credit: MAPC*

The Town currently provides a large number of on-street parking spaces (and a few off-street) throughout the community near parks, public buildings, business districts as well as residential areas. There is no charge for residential parking permits or for parking in the business districts. The Town also offers recreation parking permits for a small fee, and these are used primarily for beach use.

There are 133 MBTA-owned parking spaces at the commuter rail station, available at a daily rate of \$4, and these spaces are generally filled to capacity. Commuter parking on nearby streets to avoid the daily fee has been discussed as problematic.

### ***Commuting Characteristics***

#### Vehicle Ownership

On average, there are 1.5 vehicles per household in Swampscott, and each

household drives approximately 37 miles per day.<sup>90</sup> While ownership is somewhat lower than in other suburban communities it is not surprising given the strong transit options. Many in Swampscott are able to commute to and from work by transit, thus the one car option for families is more realistic. In fact, several participants at public forums noted that public transit access was a major asset and draw for living in Swampscott. However, at 37 miles per day, it also points to Swampscott's relative geographical isolation – people must drive significant distances at time to reach their intended destination.

#### Journey to Work Data

Despite the access to transit, four out of five (80%) Swampscott residents still commute to work by car, and 12% commute via public transportation. The remaining 8% of residents walk to work, or work from home.

#### Employment Concentrations/Connections

Swampscott's residents generally work in communities along local commuter rail and roadway corridors. The most popular destinations for Swampscott residents to work are Boston (22%), Swampscott (18%), Lynn (12%), and Salem (8%).

Other popular destinations are Beverly, Peabody, Cambridge, Danvers, and Marblehead.

People who work in Swampscott are all

***Table 38: Commute to Work***

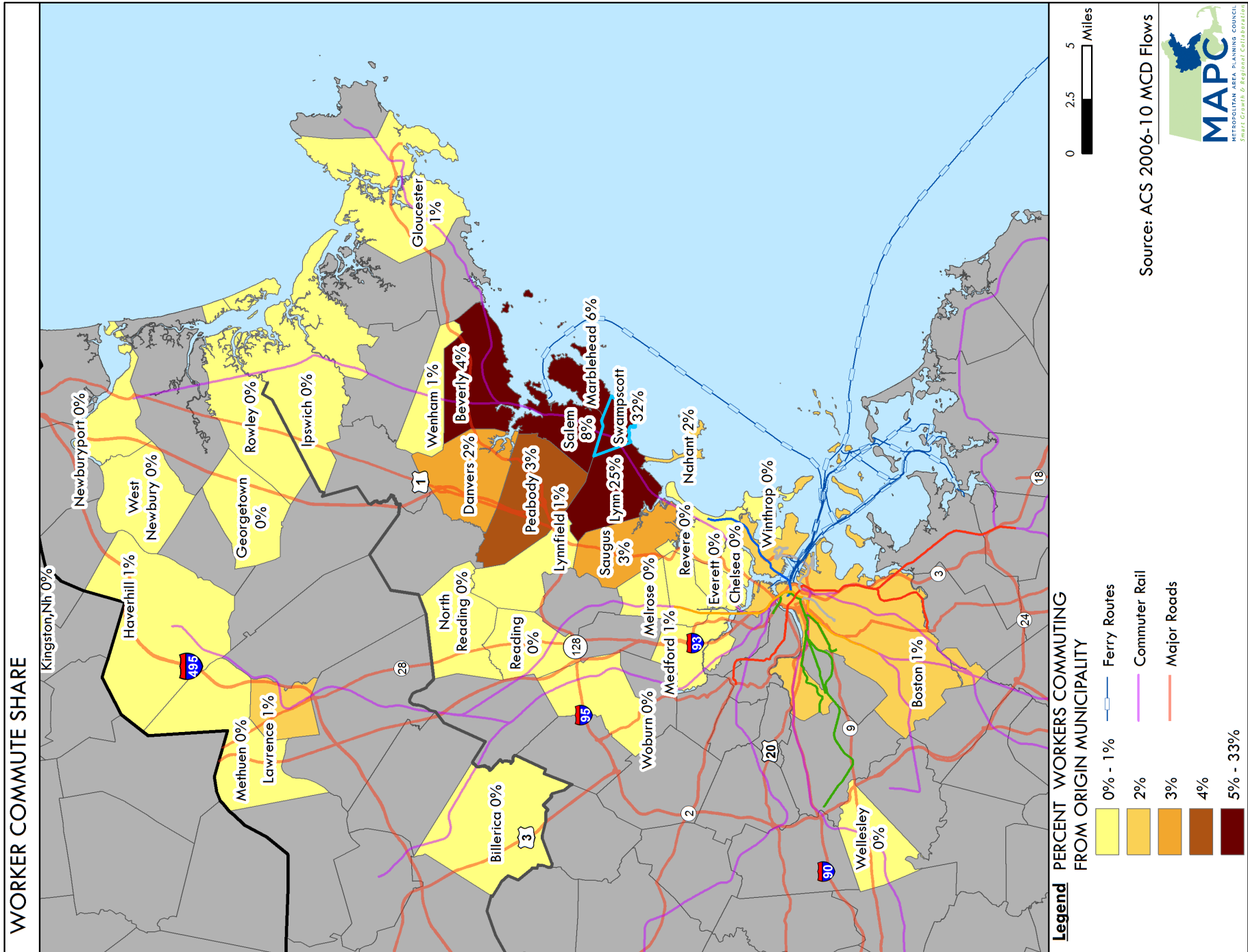
Mode of Travel	Percent
Drive	80%
Public Transit	12%
Walk	3%
Work from Home	3%
Other	2%
Taxi	0%
Motorcycle	0%
Bicycle	0%

generally from the immediate vicinity, with the majority (32%) of employees living directly in Swampscott. Other popular residential areas for people working in Swampscott are Lynn (25%), Salem (8%), Marblehead (6%), and Beverly (4%).

Employees commuting in and out of Swampscott have a large impact on the local roadway network and trains, especially during commuting hours in the morning and evening. Thus, identifying mechanisms to ensure these routes work effectively must be prioritized.

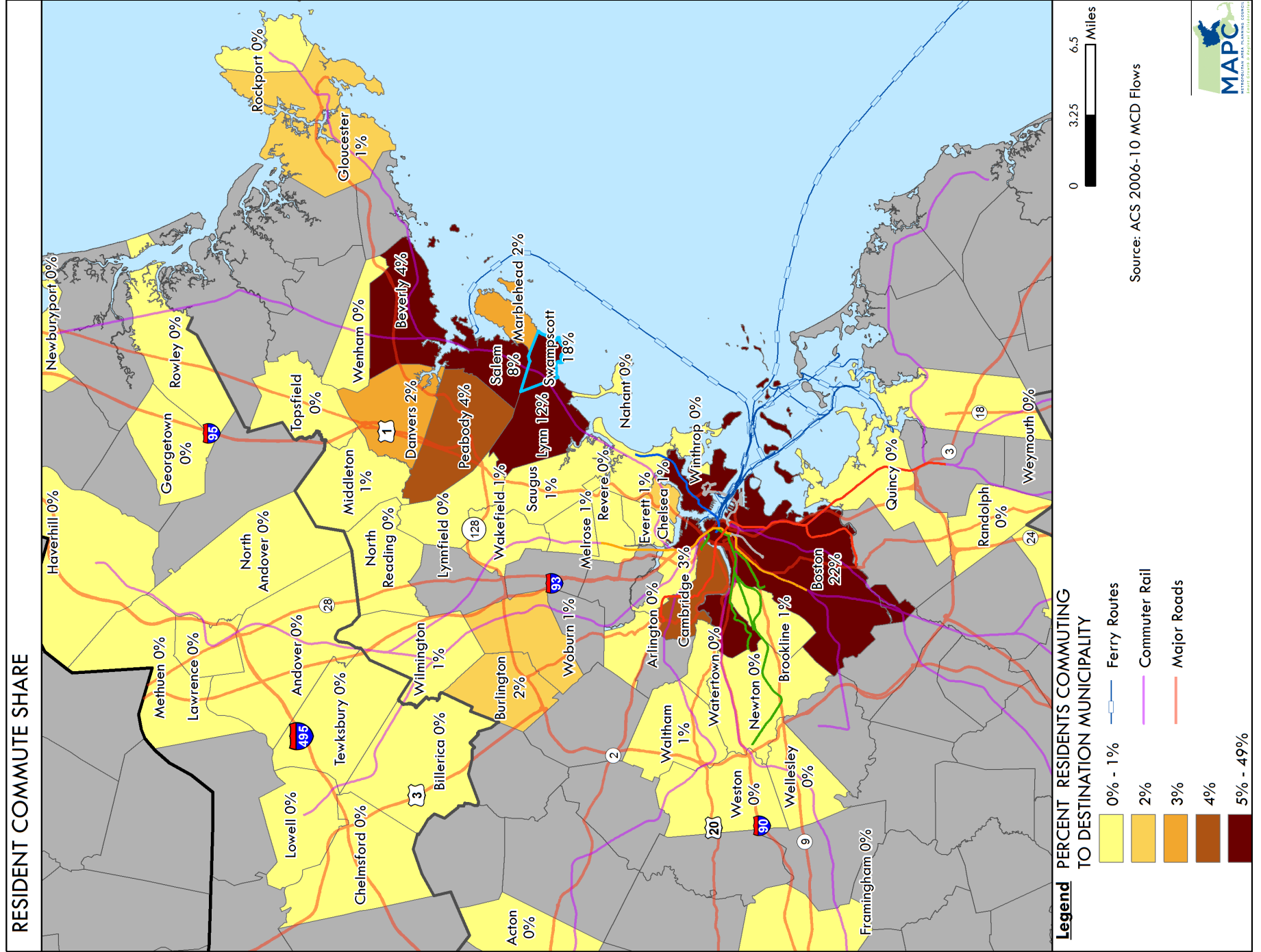
Interestingly, although over 20% percent of Swampscott residents work in Boston, only half commute by transit (12%). This may highlight some of the limitations of commuter rail, which offers less frequent service than subways, is more expensive, and offers fewer regional connections – you must travel through Boston and make multiple connections to reach other areas. It

Map 13: Percentage of Workers Commuting to Swampscott for Employment





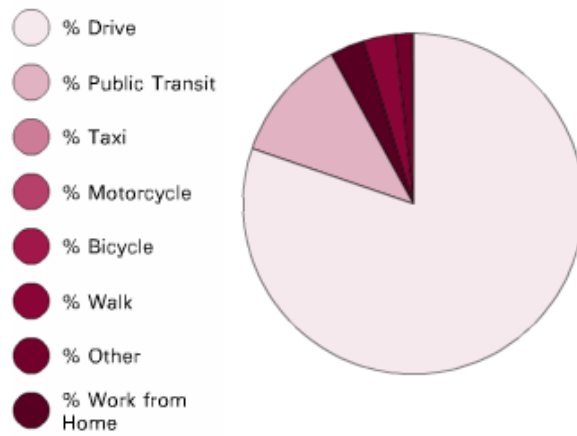
Map 14: Percentage of Swampscott Residents Commuting to Other Communities





**Figure 33: Commute to Work**

Commute to Work (%)



Source: ACS 5-year Average 2008-2012

is often more than a one or two seat ride to reach many areas outside of the downtown Boston core. Additionally, and not reflected in the earlier “Journey to Work” data, are those that drive and take public transit in combination, like the Blue Line. Discussions during public forums indicated many Swampscott residents are doing so, with some citing time and cost savings. It was often more cost effective and convenient for some to drive to Wonderland, pay the daily parking fee, and ride the Blue Line to and from work. This also adds more cars to local roadways.

Further, some participants at public forums have been commuting via the newest option available, the seasonal ferry service from the Lynn waterfront. Those who used the service noted not only the overall appeal of a water commute, but also the short drive to reach

it, and the availability of free parking at the dock.

### Transit Amenities

In general, transit amenities are lacking in Swampscott. Although some bus stops include shelters, like the stop on Humphrey Street adjacent to Linscott Park, others offer no protection from weather at all. In particular, and as shown in the images on the bottom right, there are no shelters at stops in Vinnin Square, or along Essex Street near the train station. This does not encourage ridership, particularly given the local climate, which is often wet and cold. Adequate shelter is also lacking at the commuter rail station. Commuters must wait at the platform in open air, except for a few open shelters. Further, the old train depot sits vacant, not used for its intended use for sheltering awaiting passengers. This is a missed opportunity. And although the depot was noted to be on the wrong side of the railway (the outbound side) for most passengers, the addition of train arrival signage in recent years now provides ample warning for passengers to walk to the other side.

Additionally, and as shown in the adjacent photos, few bus stops include waiting areas with benches – not even at Vinnin Square – nor do they feature posted schedules, or even bicycle racks. In general, adding amenities to make the ride more pleasant can lead to higher ridership.

**Bus shelter on Humphrey Street adjacent to Linscott Park**



Credit: MAPC

**Bus stops in Vinnin Square**



Credit: Google Maps



Credit: Google Maps

## ***Transportation Planning in Swampscott***

### Local Planning

Swampscott's local planning efforts are led by the Director of Community Development, the Director of Public Works, and an internal Traffic Study Committee. Swampscott receives nearly \$300,000 from Chapter 90 funding<sup>91</sup>, to which the Town distributes an additional \$1.2 million dollars (or 2.2% of the Town's revenue<sup>92</sup>). The Department of Public Works receives an additional \$150,000 annually. A portion of these funds is used for maintenance, construction, and roadway improvements. If additional funding is required, a request is sent to Town Meeting for approval. This has occurred several times over the last decade.

The amount of funding provided by the Town is smaller than many other surrounding communities, with Marblehead providing 6.8% of revenue to Public Works, Lynn providing 5.8%, and Salem providing 3.4%. The average community within the state of Massachusetts provides 5.6% of their funding to public works.

The Town may want to consider providing more funding to the Department of Public Works to enable more proactive improvements, as opposed to the reactive improvements that have plagued the town in recent years.

### Regional Transportation Organizations

The Metropolitan Area Planning Council (MAPC) is the regional planning agency for the Town of Swampscott, and provides a variety of resources that include land use and transportation planning and technical assistance. Swampscott lies within MAPC's North Shore Task Force subregion, along with Peabody, Salem, Marblehead, and many others.

The Central Transportation Planning Staff (CTPS) and the Boston Metropolitan Planning Organization (MPO) provide further traffic analysis and design assistance and the MPO distributes federal funding for large projects. Swampscott recently benefitted from an improved intersection design provided by CTPS for the intersection of Humphrey Street and Monument Avenue.

### Upcoming Transportation Projects and Maintenance

There are a number of upcoming and ongoing projects that will impact transportation access in and around Swampscott:

- **Route 107 Traffic Study Salem:** The Massachusetts Department of Transportation (MassDOT) is undertaking a study of Route 107 in Salem and Lynn, aiming to address existing issues and mitigate impacts from new development. Recommendations may include signal retiming and intersection improvements.

- **Route 1A (Lynnway):** The Central Transportation Planning Staff (CTPS) is evaluating potential improvements for the Lynnway in Lynn to help improve safety for cyclists and pedestrians.
- **Paradise Road:** The Paradise Road intersection with Vinnin Square/ Swampscott Mall was identified as a Massachusetts Top Crash Location in 2012, ranking as the 57th most dangerous intersection in the state. This ranking was largely due to a pedestrian fatality that took place at the intersection. In August 2015, MassDOT completed a Road Safety Audit to evaluate short-term improvements that can be made to make the intersection safer. MassDOT has committed to improve the intersection in the short-term, but long-term solutions require funding to be programmed by the state.
- **Humphrey Street:** The Town will be repaving Humphrey Street in the spring of 2016 with plans to include improvements such as bicycle lanes and improved pedestrian crossings.

## **Public Input**

### ***Public Meetings/Findings***

#### Master Plan Public Forum 1: Visioning

The Visioning Forum held on May 21, 2015, provided residents with an opportunity to provide the Master Plan team with ideas

and opportunities. Major themes included: desire for the Swampscott Rail Trail, pedestrian improvements near schools and Vinnin Square, and transit improvements such as shuttles to the train, and also an updated station and parking facilities.

Access to Boston was identified as a top asset to nearly all residents, however access and traffic was identified as a challenge by nearly half of the residents. Improving pedestrian and bicycle facilities was identified as a top opportunity area for the Town.

### [Master Plan Public Forum 3: Transportation, Public Facilities and Open Space](#)

The Transportation Forum occurred on July 23, 2015, and local residents and business owners provided their priorities for the future. Key recommendations include:

- Construct the Rail Trail
- Reduce congestion and speeds on local roadways
- Shorten crosswalks and improve visibility for pedestrians at major crossings
- Improve public transit – frequency, facilities, and connect bus lines to the station
- Install bicycle lanes and more bicycle parking

Attendees also provided feedback in relation to the following topic areas:

**Rail Trail** – residents indicated that they

would like to see a paved rail trail, preferably with benches. The Town's current plan identifies a gravel trail, but residents would like to see a paved trail so that people with wheelchairs or strollers can access the trail.

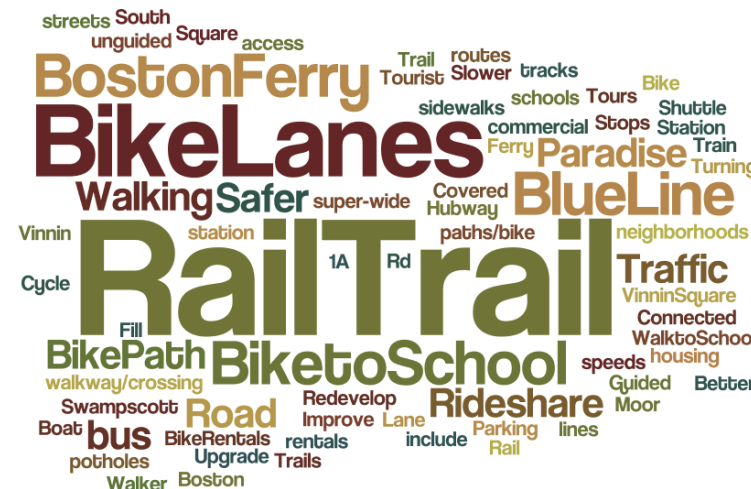
**Transportation Issues** – respondents were most concerned with pedestrian safety, high vehicle speeds, and train access.

**Pedestrian Safety** – residents would like to see curb extensions, raised crosswalks, and tree-lined roadways that provide an attractive environment for walking.

**Bicycle Facilities** – residents strongly preferred high quality bicycle facilities, including cycle tracks and buffered bicycle lanes.

**Town Initiatives** – there was interest in having the Town try initiatives including festivals, parklets, a walking school bus and food trucks. Residents expressed interest in having the Town activate initiatives that encourage people to get out of their cars and enjoy the beautiful environment.

*Figure 34: What transportation improvements are needed in Swampscott?*



***"We need to connect the bus line to the train station."***

***"We need better maintained crosswalks. Paint them, put ped x-ing signs, flashing lights - It's hard for cars to see people coming!"***



*Humphrey Street - Present*



*Photo collage with potential Humphrey Street improvements*



*Credit: MAPC*

*Forum 3 Photos*



*Credit: MAPC*



*Credit: MAPC*



## Recommendations

<b>Goal TR.1:</b> Construct the Swampscott Rail Trail.
<b>Strategy TR.1.1:</b> Prioritize accessibility of existing segments.
<b>Action TR.1.1.1:</b> Open all segments that have no issues/opposition as soon as is possible, even if it results in a disconnected system.
<b>Action TR.1.1.2:</b> Re-route trail areas with opposition and/or title issues by providing on-street bicycle lanes temporarily until the trail can be opened.
<b>Strategy TR.1.2:</b> Build community support for the Swampscott Rail Trail.
<b>Action TR.1.2.1:</b> Promote the benefits of having passive recreational amenities in Swampscott, especially the proposed rail trail.
<b>Action TR.1.2.2:</b> Leverage resources from volunteers and non-profit organizations or sponsorship from local businesses to maintain segments of the proposed rail trail that are currently accessible to the public.
<b>Goal TR.2:</b> Improve access for all users.
<b>Strategy TR.2.1:</b> Improve bicyclist and pedestrian safety.
<b>Action TR.2.1.1:</b> Increase visibility and shorten crossing distance for pedestrians by installing curb extensions.
<b>Action TR.2.1.2:</b> Slow vehicle speeds by decreasing vehicle lane widths and adding bicycle lanes.
<b>Action TR.2.1.3:</b> Discourage cyclists from riding sidewalks to improve pedestrian experience.
<b>Action TR.2.1.4:</b> Install bicycle racks near the business district and beaches.
<b>Action TR.2.1.5:</b> Remove one or two parking spaces to create a small “parklet” on Humphrey Street with landscaping and places to sit.
<b>Action TR.2.1.6:</b> Coordinate roadway improvements with other placemaking and beautification initiatives intended to create a more attractive and inviting public realm.
<b>Action TR.2.1.7:</b> Develop a Bicycle and Pedestrian Plan to outline specific improvements town-wide and incorporate accessibility for all.
<b>Action TR.2.1.8:</b> Coordinate with Public Works to incorporate bicycle facilities such as bicycle lanes or sharrows into future repaving projects.
<b>Strategy TR.2.2:</b> Adopt a Complete Streets Policy .
<b>Action TR.2.2.1:</b> Work with the Metropolitan Area Planning Council (MAPC) to adopt a Complete Streets policy – roads that cater to all users including automobile, transit, pedestrian and bicyclists – tailored to the needs of the town. Passing a Complete Streets bylaw will make the town eligible to receive funds from the state for roadway safety improvements.
<b>Goal TR.3:</b> Improve connection between Commuter Rail station, Humphrey Street, and beaches.
<b>Strategy TR.3.1:</b> Improve the pedestrian experience between the commuter rail station and local destinations.
<b>Action TR.3.1.1:</b> Ensure that pedestrian connections to and from the station are well maintained.

<b>Action TR.3.1.2:</b> Greet visitors at the station with directional signage and walking times to popular destinations such as the Humphrey Street business district and public beaches.
<b>Action TR.3.1.3:</b> Increase safety for cyclists on Burrill Street by painting “sharrows” to identify shared lanes, and post “Share the Road” signs.
<b>Goal TR.4:</b> Understand and address local parking challenges.
<b>Strategy TR.4.1:</b> Commission a Parking Study for Humphrey Street and the Commuter Rail Station.
<b>Action TR.4.1.1:</b> Detail existing parking capacity and usage during a weekday and Saturday.
<b>Action TR.4.1.2:</b> Develop parking management strategies to solve problems such as commuter parking in residential neighborhoods, and lack of turnover in business districts.
<b>Goal TR.5:</b> Improve pedestrian environment in Vinnin Square.
<b>Strategy TR.5.1:</b> Revisit past and/or commission new plans or studies for the Vinnin Square area.
<b>Action TR.5.1.1:</b> Develop a vision and action plan for Vinnin Square to engage both citizens and business owners, with a focus on pedestrian safety.
<b>Action TR.5.1.2:</b> Utilize results from the MassDOT Road Safety Audit completed in August 2015 to identify improvements that the Town can make for pedestrians and cyclists.
<b>Action TR.5.1.3:</b> Work closely with the owners of Vinnin Square/Swampscott Mall to provide safe access from public space on Paradise Road to the retail stores, especially to/from bus stops.
<b>Goal TR.6:</b> Increase funding for local transportation improvements.
<b>Strategy TR.6.1:</b> Leverage state and federal resources.
<b>Action TR.6.1.1:</b> Engage in the Long Range Transportation Plan and Transportation Improvement Program for technical assistance and funding on transportation projects.
<b>Strategy TR.6.2:</b> Explore alternative uses of local revenue stream.
<b>Action TR.6.2.1:</b> Increase the amount of the Town’s revenue that is distributed to the Public Works Department to allow for a proactive planning approach.
<b>Action TR.6.2.2:</b> Create a capital improvement plan for the next five years to identify roadways that need repaving or restriping, and major signal or intersection improvement projects that need to occur.
<b>Goal TR.7:</b> Increase transit amenities to encourage transit ridership.
<b>Strategy TR.7.1:</b> Improve the experience for transit users.
<b>Action TR.7.1.1:</b> Provide bus shelters, lighting, benches, and safe pedestrian crossings at or near major bus stops.
<b>Action TR.7.1.2:</b> Improve conditions at the commuter rail station, including benches and an indoor space to protect passengers from high temperatures in the summer and the harsh cold in the winter.
<b>Action TR.7.1.3:</b> Explore opportunities to redevelop the Swampscott Depot building.



# 8. SUSTAINABILITY: ENERGY

## Key Findings

- The Town of Swampscott was designated a Green Community by the MA Department of Energy Resources in December 2010. Since then, the Town used this designation to leverage many state resources to improve energy efficiency and reduce energy use.
- The Town's school buildings are the largest users of energy in the municipal sector.
- Swampscott's electricity supply uses 100% renewable energy. Of that, 16% is new, local renewable energy, and these purchases can cause more renewable energy to be built in the future.
- Additional opportunities to use renewable energy in the municipal, commercial and residential sectors exist – especially in solar PV installation.

### Units of Energy

Kilowatt hour (kWh): Unit measuring electricity use.

Ccf: 100 cubic feet, used in measuring volume of gas.

Therms: Unit measuring natural gas use or power produced by burning a 100 cubic feet of gas.

BTU: British Thermal Unit. Unit measuring power. MMBTU = 1 Million BTU.





## Introduction

Energy use is of particular importance because of the ramifications it has on budgets, public health and global climate.

In the municipal sector, energy costs for Town-owned buildings and facilities constitute a significant part of annual budgets. In addition, energy costs can fluctuate dramatically throughout the year, which poses a particular challenge especially for residents with fixed or low incomes.

Emissions of air pollutants based on fossil fuel generation can contribute to asthma and other health issues. Some of these effects are based locally, related to point source emissions, and others affect our regional atmosphere. Indoor air quality also impacts health, particularly at schools and offices which may not achieve proper ventilation rates.

Fossil fuel consumption emits greenhouse gases (GHG), which are responsible for climate change. The impacts of climate change range from negative health effects of heat waves and smog, water stress, increased severe weather events, to biodiversity loss.

By effectively managing energy use, a municipality can deliver both local and global benefits.

## Existing Conditions

### *Energy Management in Swampscott*

For over a decade, the Town of Swampscott has taken proactive steps to manage its energy use to reduce total use, shift toward cleaner forms of generation, and to control cost, both in municipal and other sectors. In 2005, the Board of Selectmen established the Renewable Energy Committee (REC) to evaluate and make recommendations to the Board of Selectmen regarding energy conservation, energy efficiency, and/or conversion to greener energy sources. The REC is supported by the Assistant Town Engineer and the Director of Community Development. In addition to evaluating energy and sustainability initiatives, in spring of 2016, the REC is developing a Swampscott Carbon Footprint that will assess the greenhouse gas emissions profile of the Town.

In 2010, the Town of Swampscott was designated a Green Community by the Massachusetts Department of Energy Resources (DOER). The Town achieved designation after it demonstrated that it had implemented the five criteria required by DOER:

1. Provided as-of-right siting for renewable energy research and development facilities on the town's Industrial zoned land.
2. Adopted expedited application and permitting for renewable energy research

and development facilities.

3. Established an energy use baseline of Fiscal Year 2009 (July 2008 – June 2009) and developed a plan to reduce that usage 20% within five years (i.e. through June 2014).
4. Committed to purchase only fuel-efficient vehicles for its municipal fleet
5. Adopted the Stretch Code to minimize lifecycle energy costs for new construction across all sectors

As part of the process to become designated as a Green Community, the REC worked with Town Hall, the School District, and consultants to develop a complete Energy Reduction Action Plan. Upon designation, each Green Community receives an initial grant, and it may apply for additional grants annually for projects to help it meet its 20% energy reduction goals. Swampscott has secured three grants totaling of \$420,000, as outlined in Table 39.

Swampscott has also participated in a regional project organized by the Metropolitan Area Planning Council with Salem, Hamilton and Wenham to develop a roadmap of strategies to reduce energy use and expand clean energy. The Community Energy Strategies Program, funded through a grant from the Massachusetts Clean Energy Center (MassCEC), produced the roadmap of eight strategies in the fall of 2014. MassCEC followed up in late 2015 with a Map Gallery that supports implementation

of some strategies with maps of pertinent land use, energy use, housing stock, and solar potential in each community. The roadmap with strategies and link to the Map Gallery is available at <http://www.masscec.com/solicitations/cesp-metropolitan-area-planning-council>.

Figures 35 and 36 show total electricity and natural gas consumption across municipal, commercial, and residential sectors in calendar year 2014. For each fuel, the residential portion represents two-thirds or more of usage, followed by the commercial sector at nearly one-third, and only 5% for the municipal sectors. The town is served by the investor-owned utility National Grid for both electricity and natural gas.

### Municipal Sector

The Town uses Mass Energy Insight (MEI), a tool provided by the Massachusetts Department of Energy Resources, to track its municipal energy use. The following data is reported in Fiscal Years (FY) because the Town has set its baseline year as Fiscal Year 2009 (July 2008-June 2009).

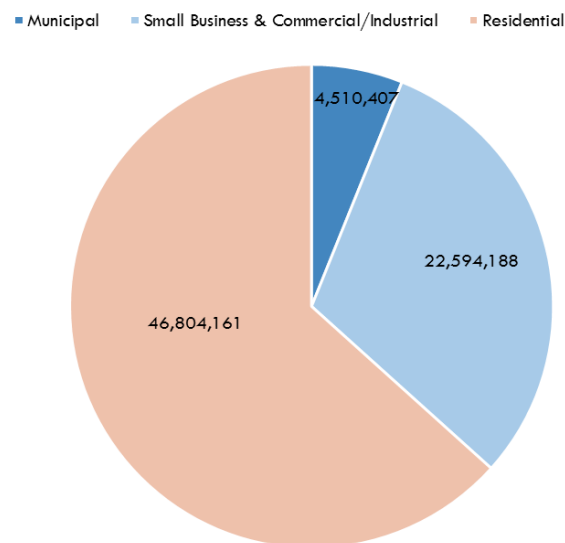
As of FY2015 the Municipal sector used 49,422 MMTBUs of energy. All units of energy (e.g. kWh, therms, ccf, etc.) can be converted to MMTBU, which allows for comparison across energy types. Figures 37 and 38 show the usage broken out according to department and by facility type.

Table 40 lists the top 10 largest municipal building energy users in Swampscott,

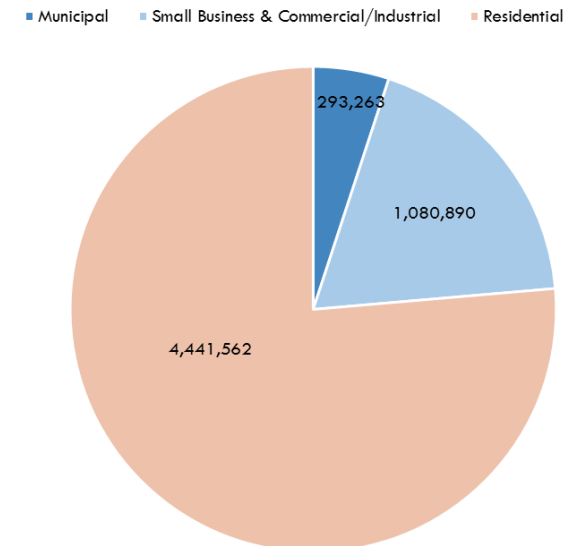
**Table 39: Green Communities Grant Awards to Swampscott**

Year	Amount	Projects
2010	\$143,00	<ul style="list-style-type: none"> <li>Lighting upgrades at High School and Middle School</li> <li>Steam Trap replacement at Hadley, Stanley, and Clarke Elementary Schools</li> <li>Funding for part-time Energy Manager</li> </ul>
2013	\$195,853	<ul style="list-style-type: none"> <li>Weatherization at Hadley, Stanley, and Clarke Elementary Schools, High School Middle School and Fire Station</li> <li>Steam Trap replacements at Clarke Elementary School</li> <li>HVAC upgrades at Library</li> </ul>
2015	\$225,000	<ul style="list-style-type: none"> <li>Town-wide LED streetlight retrofit</li> </ul>

**Figure 35: CY 2014 Electricity Use by Sector (kWh)**



**Figure 36: CY 2014 Natural Gas Use by Sector (therms)**



## Clean Energy at Swampscott High School

Swampscott High School illustrates a great example of the progress the town has made in implementing clean energy.

The High School has solar panels as well as a co-generation unit, which burns natural gas to make electricity and uses the excess heat generated for hot water heating.

In January, 2015 nearly 48% (47.7%) of the electricity at the high school was supplied by the solar panels (8.6%) and the Cogen (39.1%). In June of 2015, 55% of the electricity at the high school was supplied by the solar panels.



and ranks them based on total usage and on Energy Use Intensity (EUI), which is a measure of energy used per square foot of floor space (i.e. energy efficiency of the building). For reference, the median EUI across all municipal buildings entered into Mass Energy Insight throughout the state in FY2014 was 65 kBTUs per square foot. Each building has a lower limit of energy use intensity that it can achieve through cost-effective retrofits.

The buildings in Table 40 account for 38,461 MMBTUs of annual energy use, or 78% of Swampscott's total municipal sector energy use in FY 2014. The Stanley and Clarke Elementary schools have particularly high Energy Use Intensities.

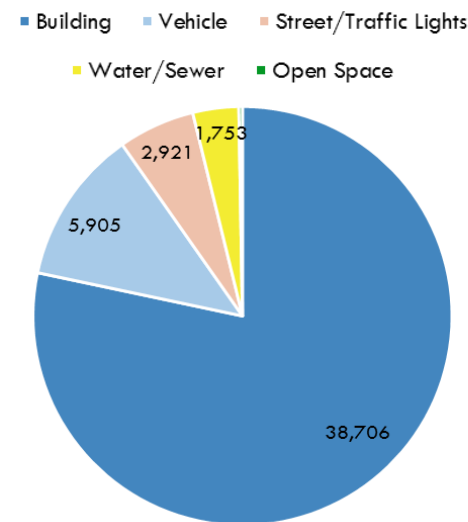
### Staffing

The Planning Department is responsible for the annual Green Communities reporting requirements and Green Communities grant applications. Additionally, the Town recently approved the creation of a Director of Facilities Management position, which was filled in April 2016. This position will be responsible for the oversight of energy and operations issues for all Town buildings, including schools.

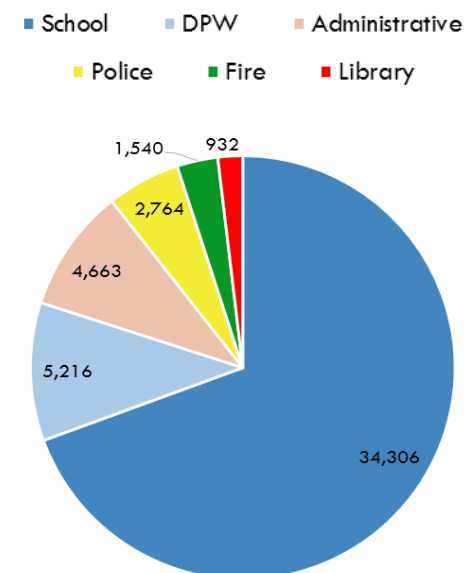
### Renewable Energy

Two solar photovoltaic (PV) systems operate at the middle school (67kW) and high school (383kW) roofs. Installed in 2010, they are expected to last for 20 years. Two-thirds of the middle school roof remains for

**Figure 37: FY 2015 Municipal Sector Energy Use (MMBTU) by Facility**



**Figure 38: FY 2015 Municipal Sector Energy Use (MMBTU) by Department**



**Table 40: Top 10 Highest Energy Consuming Municipally-Owned Buildings in FY 2015**

Rank Based on Annual Energy Use		Rank Based on Energy Use Intensity (EUI)	
Building	Use (MMBTU)	Building	EUI (kBtu per Sq. Ft)
1. High School	12,628	1. Stanley Elementary School	120
2. Middle School	9,550	2. Clarke Elementary School	101
3. Stanley Elementary School	4,609	3. Fire Station	94.1
4. Hadley Elementary School	3,968	4. Middle School	75
5. Clarke Elementary School	2,921	5. Town Hall	71.6
6. Town Hall	1,478	6. High School	70.3
7. New Police Station	1,110	7. Hadley Elementary School	70.1
8. Fire Station	955	8. Public Library	50.4
9. Public Library	932	9. New Police Station	45.7
10. Field House	310	10. Field House	41.3

additional PV installations, to be considered in the future with any roof replacement or building upgrades. From a link on the REC and school websites, Swampscott residents can access live data feeds reporting energy generation for both sets of panels. The Town has evaluated the Police and Fire Stations as well as the DPW Yard for solar; however, they are not suitable currently due to roof orientation, shading, and roof structure, respectively.

In the Map Gallery from MassCEC, the parking lot at the middle school (0.81 acres)

was identified as a good candidate for a solar canopy, which is a solar PV installation that covers a parking lot.

The Town has investigated the potential of wind energy at three sites in March 2008. The analysis determined the Forest Avenue site as the most promising. In 2011, a feasibility study indicated sufficient wind for a 600kW turbine that would meet the state's requirements for safety, noise, and flicker.<sup>93</sup> Ultimately, the Renewable Energy Committee recommended not to move forward with the project after a financial

analysis indicated the payback period would be 16 years – too long for equipment with a rated life of 20 years.<sup>94</sup> In the future, the site may be feasible if a combination of grants, falling prices, and improved efficiency can reduce the payback period.

The Town had also investigated using geothermal heating for the library in 2009; however the request for a grant was denied because the payback period was too long (~25-30 years). Geothermal is often most cost-effective when constructing a new building, so the Town should consider it when constructing new facilities.

### [Energy Cost](#)

In October 2015, the Town signed a one-year competitive supply agreement for electricity. The agreement includes both School and Town accounts. This marked the first time that the Town and School accounts had been coordinated on an electricity agreement, marking an important milestone.

The contract allows for 100% swing, meaning that the Town can change its usage levels without penalty. As a result, the Town can pursue aggressive energy efficiency and renewable energy projects, without worry of a penalty from the supplier.

### [Energy Efficiency](#)

The Town has worked diligently to reach its Green Communities goal of reducing energy use 20% below its FY2009 baseline by the



end of FY2014. In FY2009, total usage was 46,303 MMBTU or 45,393 MMBTU when weather normalized. Weather normalization adjusts the usage to remove the impact of unusually warm or cold years and allows for more accurate comparison between years. As of the end of FY2015, weather normalized usage had actually increased 4%, respectively, to 48,986 MMBTU. Nevertheless the Town is well positioned for progress.

Figure 39 illustrates the Town's energy weather-normalized usage since it set its 20% reduction goal in FY2009. The percentages shown represent the change relative to the FY2009 baseline.

## Residential, Small Business & Commercial / Industrial Sectors

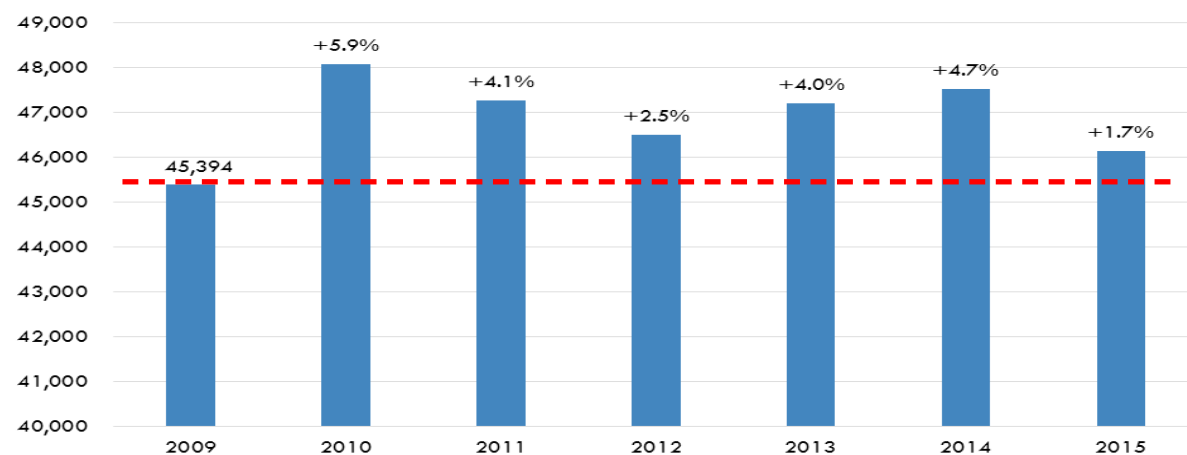
### Energy Use

#### Residential Energy Use

As of calendar year 2014, 61% of Swampscott resident's heat with primarily natural gas, 28.7% with oil, and an additional 9% with electricity.<sup>95</sup>

Figure 40 shows average calendar year electricity and natural gas usage for residential accounts. The data is not weather normalized. For the most recent year of complete data, calendar year 2014, residents used 46.8 million kWh of electricity and 3.8 million therms of natural gas. Since 2010 the usage of electricity and natural gas has increased 22% and 17%,

**Figure 39: Annual Energy Use by Fiscal Year Compared to FY2009 Baseline - Weather-Normalized Usage (MMBTU)**



respectively.

#### Commercial Energy Use

Figure 41 shows average calendar year electricity and natural usage for commercial accounts. The data is not weather normalized. For the most recent year of complete data, calendar year 2014, commercial accounts used 27.1 million kWh of electricity and 1.37 million therms of natural gas. Since 2010, total electricity use has increased 14% and total natural gas use has increased 6%.

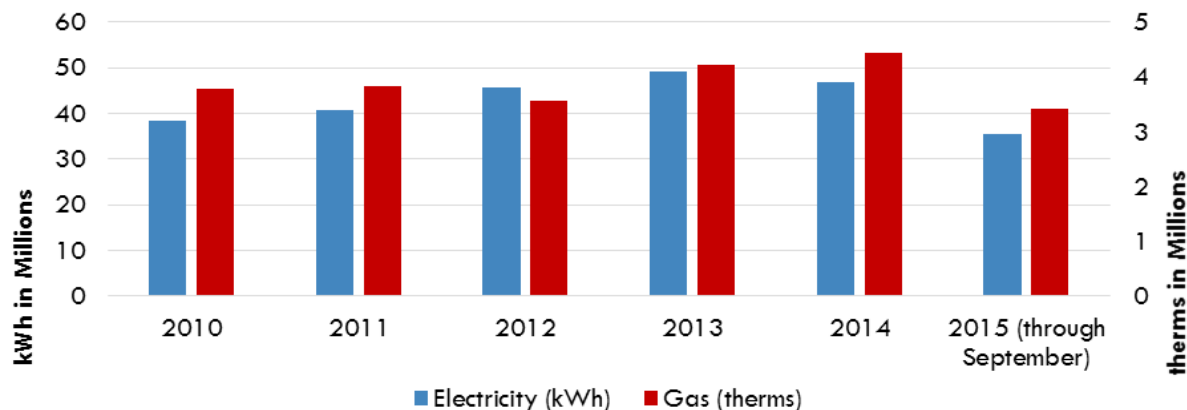
### Renewable Energy

In 2013, Swampscott took part in the Massachusetts Clean Energy Center's (MassCEC) Solarize program, in conjunction with the City of Salem. Swampscott and Salem selected the vendor RGS Energy,

who incentivized solar PV installations by offering tiered discounts based on the total number of installations achieved in town. Prior to the program, the town had 15 solar PV arrays. During the first four months of the program, residents installed or contracted for an additional 36 systems at a total of 184 kW. Through August 31, 2014, there was an additional installation of 51 solar PV systems<sup>96</sup>, totaling 86 systems.

Through the Community Energy Strategies Program, MassCEC identified multiple locations on non-municipal land suitable for solar canopies. In the area of Loring Avenue, Vinnin Street, and Paradise Road six locations were identified with over eight acres of suitable space, shown in yellow in Map 15. Another location identified is the back parking lot of the Congregation of Shirat Hyam, 55 Atlantic Ave (0.83 acres).

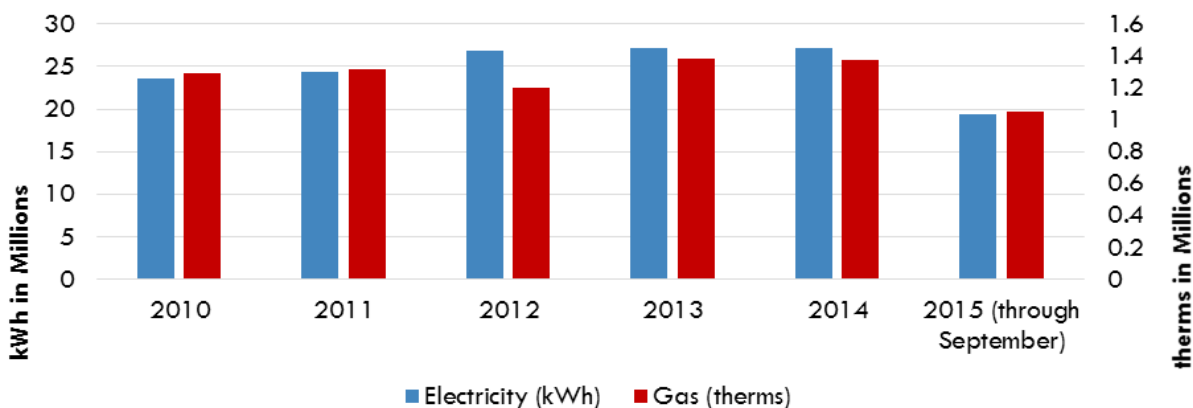
**Figure 40: Total Residential Electricity & Gas Use CY 2014**



accounts in Swampscott as of 2014. Additionally, 191 of those households also implemented insulation and/or air sealing, which can have a major impact on home energy use.

Swampscott is continuing this work and was accepted to the 2016 round of National's Grid Community Initiative. The Big Blue Energy Initiative will use the funding from this initiative to expand efforts to recruit participation in energy assessments and retrofit measures.

**Figure 41: Total Commercial Electricity & Gas Use CY 2014**



### Energy Cost

In January 2016, the Town began its municipal aggregation program which provides an electricity supply option available to all ratepayers. The program enrolled most residential and small business accounts automatically. The initial contract lasts for one year at a rate of \$0.1047 per kWh (or 10.47 cents per kWh). This rate guarantees price stability for one year, as opposed to the price fluctuations that occur every six months with the National Grid electricity supply. Additionally, it may likely deliver price savings, as it is roughly 20% lower than the National Grid rate for winter 2015/2016 and 6% lower than the average National Grid rate for the past year.

### Energy Efficiency

In October 2012, the REC launched the Big Blue Energy Initiative to encourage energy efficiency with residents and local businesses, focused on increasing participation in the Mass Save program's energy audits. The effort received funding from National Grid's Community Initiative. The Town partnered with Next Step Living as its preferred provider to promote,

educate and deliver the energy audits. The audits, which include the installation of energy savings lightbulbs, thermostats, and other measures, are provided free of charge. The Mass Save program also offers financial incentives for the installation of efficiency measures. As shown in Table 41, since the launch of the Big Blue Energy Initiative through the end of 2014, 979 households received an energy audit. This represents over 17% of the number of electricity

In terms of renewable energy, Swampscott uses 100% renewable energy. It includes 16% new, local renewable energy (i.e. sourced from facilities that qualify for Massachusetts Class I Renewable Energy Credits (RECs), and the remainder of its

**Map 15: Potential Solar Canopy Locations on Private Land in Swampscott**



electricity supply is covered by existing, local renewable energy (MA Class II RECs). As a result, the town's electricity supply will have zero GHG emissions.

Perhaps most importantly, the 16% MA Class I RECs are likely to cause new renewable energy to be built in the future, which will displace fossil fuels and lower global emissions. The state's Renewable Portfolio Standard (RPS) requires the

electricity supply to have 11% MA Class I RECs as of 2016, and it will increase 1% per year. At 16%, Swampscott has exceeded the RPS by nearly half and positioned itself five years ahead of the state. By doing so, Swampscott will voluntarily remove a substantial portion of MA Class I RECs from the marketplace that would not have been removed otherwise. This has a strong likelihood of contributing to a shortage for the other electricity suppliers that must still

purchase RECs to meet the RPS minimum. The result is market pressure to build new MA Class I facilities to alleviate the shortage.

It is important to note that there are many factors that impact exactly how much new generation will ultimately be built due to this indirect effect. Under ideal conditions, Swampscott might add 650 kW (0.65 MW) of wind power to the ISO-New England grid because of its excess MA Class I REC purchase.

Note that the purchase of MA Class II RECs – which make up the remainder of Swampscott's Municipal Aggregation purchases - may have an indirect effect as well, but much weaker. By definition, MA Class II RECs come from sources that existed prior to 1997, so that no matter how much demand increases for RECs from these sources, it will not create market pressure for new sources.

### Natural Gas Leaks

As a result of An Act Relative to Natural Gas Leaks, passed in 2014, natural gas distribution companies must annually report the location, age, and Grade of each existing and repaired leak in their system. The Grade of a leak refers to its safety risk.

- Grade 1 leaks pose an imminent safety hazard and are required to be repaired immediately.
- Grade 2 leaks do not pose an imminent safety hazard, but are likely to be a

**Table 41: Residential Sector Participation in Mass Save Program**

Year	Home Energy Assessments	Programmable Thermostats	Air Sealing	Insulation
2014	357	152	60	77
2013	450	181	74	94
2012	172	N/A	N/A	N/A
Year	Refrigerator Recycling	Heating System Replacement	Domestic Hot Water System Replacement	
2014	0	25		1
2013	0	22		0
2012	N/A	N/A		N/A

Source: National Grid for 2013 and 2014 and Swampscott Planning Department for 2012.  
 \*2012 data is missing January-March 2012 [https://info.gr.am/bigblueenergy\\_audits](https://info.gr.am/bigblueenergy_audits)

future hazard. Grade 2 leaks must be repaired within 12 months and must be re-evaluated every 6 months.

- Grade 3 leaks do not pose an imminent hazard and are not likely to be a future hazard.

As of February 2015, National Grid reported 87 unrepaired natural gas leaks in Swampscott. One (1) Grade 1, two (2) Grade 2 and 84 Grade 3. National Grid repaired the Grade 1 leak in 2015. National Grid will release an updated list of active and repaired leaks each February. The list of leaks is available on the Department of Public Utilities' website.

Most leaks occur in old cast-iron or non-catholically protected steel, collectively

known as "leak prone pipe". In addition to repairing individual leaks, National Grid is working to replace all leak-prone pipe throughout its system.

Across National Grid's entire network of 11,064 miles of distribution pipeline, 3,544 miles or 32% is leak-prone pipe. As part of An Act Relative to Natural Gas Leaks, National Grid has filed a Gas Safety Enhancement Plan (GSEP) that will accelerate the replacement rate. Currently, National Grid plans to replace all leak-prone pipe within 20 years. National Grid publishes its GSEP plan each year which identifies specific replacement sections for the upcoming year and likely sections for the following three years.

Swampscott is currently participating in

a grant received by MAPC from the U.S. Department of Transportation's Pipeline and Hazardous Materials Safety Administration to study natural gas leaks in the region. The project endeavors to help the region better understand the risk posed by gas leaks and identify ways to accelerate leak repair and pipe replacement. Additionally Swampscott reports that it is actively working with National Grid to try to consistently improve the coordination to reduce costs, time and impact on the residents. This work will result help the utility replace more pipe at a faster rate.

Swampscott is also helping to accelerate leak repair by signing a petition in support of House Bill 2871, "An Act Relative to Gas Leak Repairs During Road Projects". The bill would require that all leaks be repaired whenever a road is opened up for significant repair work. Currently there is no such requirement.



## Recommendations

<b>Goal EG.1:</b> Reduce municipal sector energy use by 20% in accordance with the Energy Reduction Plan.
<b>Strategy EG.1.1:</b> Take proactive steps in monitoring energy use and maintenance of energy systems.
<b>Action EG.1.1.1:</b> Identify and resolve discrepancies with Mass Energy Insight (MEI, a free energy tracking tool) to track town energy usage more effectively.
<b>Action EG.1.1.2:</b> Conduct inventory assessment of all elements of HVAC systems.
<b>Action EG.1.1.3:</b> Identify and fill facilities staffing needs to perform preventative maintenance.
<b>Strategy EG.1.2:</b> Reduce energy use at Swampscott public schools, the largest energy users in the municipal sector.
<b>Action EG.1.2.1:</b> Set summer air-conditioning use policy for High School and consider adding a separate air-conditioning fee to rental fees.
<b>Action EG.1.2.2:</b> Make capital improvements, such as retrofitting lighting with LED lighting; repairing enthalpy controls; installing a carbon dioxide sensor that would make indoor/outdoor air exchange more cost-effective; and installing an energy management system for scheduling HVAC system usage at the Middle School.
<b>Action EG.1.2.3:</b> Conduct studies of energy use at Stanley and Clarke Schools to develop strategies to reduce Energy Use Intensity (EUI).
<b>Action EG.1.2.4:</b> Consolidate school operations to one location during the summer season.
<b>Strategy EG.1.3:</b> Implement student-led energy reduction programs in Swampscott schools.
<b>Action EG.1.3.1:</b> Involve students in organizing and implementing behavior-based energy reduction strategies such as promoting turning off of lights and school equipment.
<b>Action EG.1.3.2:</b> Continue to evaluate solar roof and parking lot canopy feasibility at Middle School.
<b>Strategy EG.1.4:</b> Retrofit or install Town equipment to use more energy efficient technologies, where possible.
<b>Action EG.1.4.1:</b> Retrofit street and outdoor lighting with LEDs.
<b>Action EG.1.4.2:</b> Retrofit cargo vans with hybrid engines.
<b>Action EG.1.4.3:</b> Install anti-idling technologies to the Town's emergency fleet.
<b>Action EG.1.4.4:</b> Reassess Forest Avenue wind turbine feasibility.
<b>Action EG.1.4.5:</b> Continue to evaluate emerging renewable or more efficient energy technologies for Town properties and equipment.

<b>Strategy EG.1.5:</b> Continue to seek funding and technical assistance opportunities to implement energy-related strategies.
<b>Action EG.1.5.1:</b> Take advantage of technical assistance and financial incentives from Mass Save's New Construction Program for all new construction of municipal buildings.
<b>Action EG.1.5.2:</b> Apply for Green Communities annual grants as a major source of funding for municipal sector energy efficiency projects.
<b>Action EG.1.5.3:</b> Evaluate feasibility of a municipal energy efficiency revolving fund.
<b>Action EG.1.5.4:</b> Seek opportunities for additional municipal electricity contracts by purchasing more MA Class I Renewable Energy Credits (RECs) or committing to long term contract with a renewable energy developer.
<b>Goal EG.2:</b> Reduce commercial and residential sector energy use.
<b>Strategy EG.2.1:</b> Promote benefits of energy use reduction.
<b>Action EG.2.1.1:</b> Promote Mass Save New Construction Program to private developers.
<b>Action EG.2.1.2:</b> Promote Mass Save energy audits and conversion of oil-heated homes to natural gas or electric heat pumps to homeowners as part of the town's Big Blue Energy Initiative.
<b>Action EG.2.1.3:</b> Make annual data request for usage and efficiency from National Grid to track progress.
<b>Action EG.2.1.4:</b> Connect residents and business to innovative clean energy programs and services such as online solar marketplace or shared solar opportunities.
<b>Goal EG.3:</b> Reduce municipal and non-municipal greenhouse gas emissions.
<b>Strategy EG.3.1:</b> Establish municipal greenhouse gas emissions baseline
<b>Action EG.3.1.1:</b> Establish scope of emissions baseline.
<b>Action EG.3.1.2:</b> Acquire relevant data from all town departments.
<b>Action EG.3.1.3:</b> Analyze and consolidate data to develop accurate emissions baseline.
<b>Action EG.3.1.4:</b> Communicate baseline to Board of Selectmen, Town Meeting and community at large.
<b>Strategy EG.3.2:</b> Establish municipal greenhouse gas emissions reductions goal.
<b>Action EG.3.2.1:</b> Use Municipal emissions baseline to inform reductions goals.
<b>Action EG.3.2.2:</b> Research and, if appropriate, align goals with either state, national or global benchmarks.
<b>Action EG.3.2.3:</b> Create short, mid and long term reductions goals.
<b>Action EG.3.2.4:</b> Create action plan and performance metrics to achieve goals.
<b>Action EG.3.2.5:</b> Promote adoption of goals by Board of Selectmen and Town Meeting.
<b>Action EG.3.2.6:</b> Calculate Greenhouse Gas reduction equivalents to energy reduction actions described in Goal EG.1 as well as other reductions actions in the Master Plan.
<b>Action EG.3.2.7:</b> Explore reductions opportunities above and beyond actions described in Goal EG.1.
<b>Action EG.3.2.8:</b> Implement actions (discovered above) to reduce greenhouse gas emissions.

<b>Strategy EG.3.3:</b> Establish non-municipal (residential, commercial, industrial) greenhouse gas emissions baseline.
<b>Action EG.3.3.1:</b> Acquire funds to develop comprehensive emissions baseline.
<b>Action EG.3.3.2:</b> Develop comprehensive emissions baseline.
<b>Action EG.3.3.3:</b> Create outreach/awareness campaign to inform residents of the emissions baseline.
<b>Strategy EG.3.4:</b> Establish residential greenhouse gas emissions reductions goal.
<b>Action EG.3.4.1:</b> Create short, mid and long term reductions goals.
<b>Action EG.3.4.2:</b> Research and, if appropriate, align goals with state, national and global benchmarks.
<b>Action EG.3.4.3:</b> Explore reductions opportunities above and beyond actions described in Goal EG.1.
<b>Action EG.3.4.4:</b> Attach greenhouse gas reduction equivalents to energy reduction actions described in EG.Goal 2 as well as other reductions actions in the Master Plan.
<b>Action EG.3.4.5:</b> Create action plan and performance metrics to achieve goals.

# 9. SUSTAINABILITY: HAZARD MITIGATION

## Key Findings

- Areas along Humphrey Street, both residential and commercial, are projected to be most vulnerable to flooding. The Harbor and Waterfront Advisory Committee has proposed two breakwaters in the harbor off of Fisherman's Beach and Lincoln House Point to mitigate the impacts of flooding.
- The Town is in the process of implementing actions to prevent pollutants from entering the municipal separate storm sewer system (MS<sub>4</sub>), in compliance with a consent decree entered into with the Environmental Protection Agency (EPA) relating to noncompliance with the federal Clean Water Act.

## Introduction

Swampscott's Energy Reduction Plan will help reduce total greenhouse gas (GHG) emissions and, in doing so, the Town will contribute to a global movement to minimize the magnitude of climate change. Some degree of climate change is inevitable given the GHG emissions that have already occurred.

Swampscott, as a coastal community, will face the largest threats from flooding (due to sea level rise), storm surge, and increased intensity of precipitation events.

Sea level rise will impact the entire community as many municipal buildings and services are located in flood-prone areas. Stormwater discharges will also impact flooding as well as water quality in the ocean for swimming and fishing, among other uses.

Climate change will bring increased temperatures as well, impacting all residents, but particularly children and the elderly.





## Existing Conditions

### *Hazard Mitigation Efforts in Swampscott*

As required by the Federal Disaster Mitigation Act of 2000, Swampscott has just completed the five year update of its Hazard Mitigation Plan. The Hazard Mitigation Plan assesses measures to reduce the dangers to life and property throughout the entire municipality, and it identifies flooding as one of the municipality's top concerns. However, the regulations for plan development do not require the plan to analyze how climate change will affect the hazards. Recognizing this, Swampscott has taken a proactive approach and begun the process of assessing how to protect municipally-owned facilities from projected sea level rise and storm surge under expected climate change scenarios. While the assessment confines itself to the impact of seal level rise/storm surge to just municipally-owned infrastructures and natural resources, it is an important milestone. Additionally, Swampscott is an active participant in the National Flood Insurance Program. In 2014, the Town adopted the most recent flood insurance maps from Federal Emergency Management Association (FEMA). As a result of adopting the maps, any new construction and major renovations in Town must conform to specific building regulations to minimize the potential damage from flooding.

The following sections detail the existing efforts to address sea level rise, stormwater management, and heat impacts.

### *Sea Level Rise*

#### Municipal Sector

In the fall of 2015, the Town's consultant completed the Vulnerability and Risk Assessment. This assessment utilized the latest modeling of sea level rise and storm surge from extreme storm events based upon the Boston Harbor Flood Risk Model developed by the Woods Hold Group for the Massachusetts Department of Transportation. The model assesses the risk associated with flooding in both 2030 and 2070 (see Map 16). Sea level rise scenarios have a probability of at least 1% (or once in 100 years). Risk was determined based on a combination of the likelihood to flood and the consequence of flooding. Each of the Town's assets was assigned a composite risk score and ranked. Assets included buildings, piers, boat ramps, sea walls, parking lots, and public roads. Of the over 50 assets that were identified, 20 assets had a risk score above 500, high enough to merit evaluation for resiliency and adaptation measures (See Table 42). The Town's consultant is in the process of evaluating these facilities for resiliency and adaptation measures. The recommended measures will likely focus on site-specific improvements, rather than broader community policies.

#### Residential & Commercial Sector

FEMA's Pre-Disaster Mitigation program has identified 37 "repetitive loss sites" in Swampscott. These are sites that have filed for more than one flood-related insurance claim. These sites have already had cumulative payout of \$1.6 million.

MAPC used the same sea level rise modeling data as the Town's consultant to provide a complementary assessment of impacts to residential and commercial sectors. The modeling used only the zone with a 1% flood risk in the 2070 scenario, and results are shown in Table 43. Within these properties there are 671 housing units and 66 businesses providing 321 jobs. The businesses are mostly concentrated along Humphrey Street.

Maps 17-19 illustrate the impact in the four zones that have a 1% chance of flooding in 2070, presented from west to east, with associated land use types.

#### Proposed Breakwater

Recently, the Harbor and Waterfront Advisory Committee has proposed two breakwaters in the harbor off of Fisherman's Beach and Lincoln House Point, shown in Figure 42. These breakwaters would have the effect of greatly reducing wave activity and storm surge in the bay. This is particularly important because the land between the ocean and Humphrey Street, from Fisherman's Beach east to Glenn Road, is the largest, by area, of the four areas of town that will be vulnerable to a 1% chance

**Table 42: Top Ranked Facilities, Sea Walls and Roads At-Risk to Flooding**

Name	Location	Composite Score
<b>Facilities</b>		
Swampscott Pier	425 Humphrey Street	1850
Fisherman's Beach East Boat Ramp	Fisherman's Beach at Swampscott Pier - East	1360
Fisherman's Beach West Boat Ramp	Fisherman's Beach at Swampscott Pier - West	987
Fish House	425 Humphrey Street	908
Heliport at Phillips Park	Phillips Park	665
Point of Distribution #2	Phillips Park	601
<b>Sea Walls</b>		
Cassidy Park	Cassidy Park	7333
Eiseman's Beach	Eiseman's Beach	3467
Whales Beach	Whales Beach	1570
King's Beach	King's Beach	1093
Fisherman's Beach - East Wall	Fisherman's Beach - East Wall	1060
Fisherman's Beach - Center Wall	Fisherman's Beach - Center Wall	630
<b>Roads</b>		
Humphrey Street (East)	Greenwood Avenue To Glen Road	1093
Puritan Road	Humphrey Street To Humphrey Street	870
Atlantic Avenue	Humphrey Street To Marblehead Town Line	820
Commonwealth Avenue	Sculpin Way To Humphrey Street	765
Sculpin Way	Puritan Road To Puritan Road	765
Marshall Street	Humphrey Street To Puritan Road	656
Shepard Avenue	Ocean Avenue To Atlantic Avenue	563
Sutton Place	Woodbine Avenue To Cul_De_Sac	512

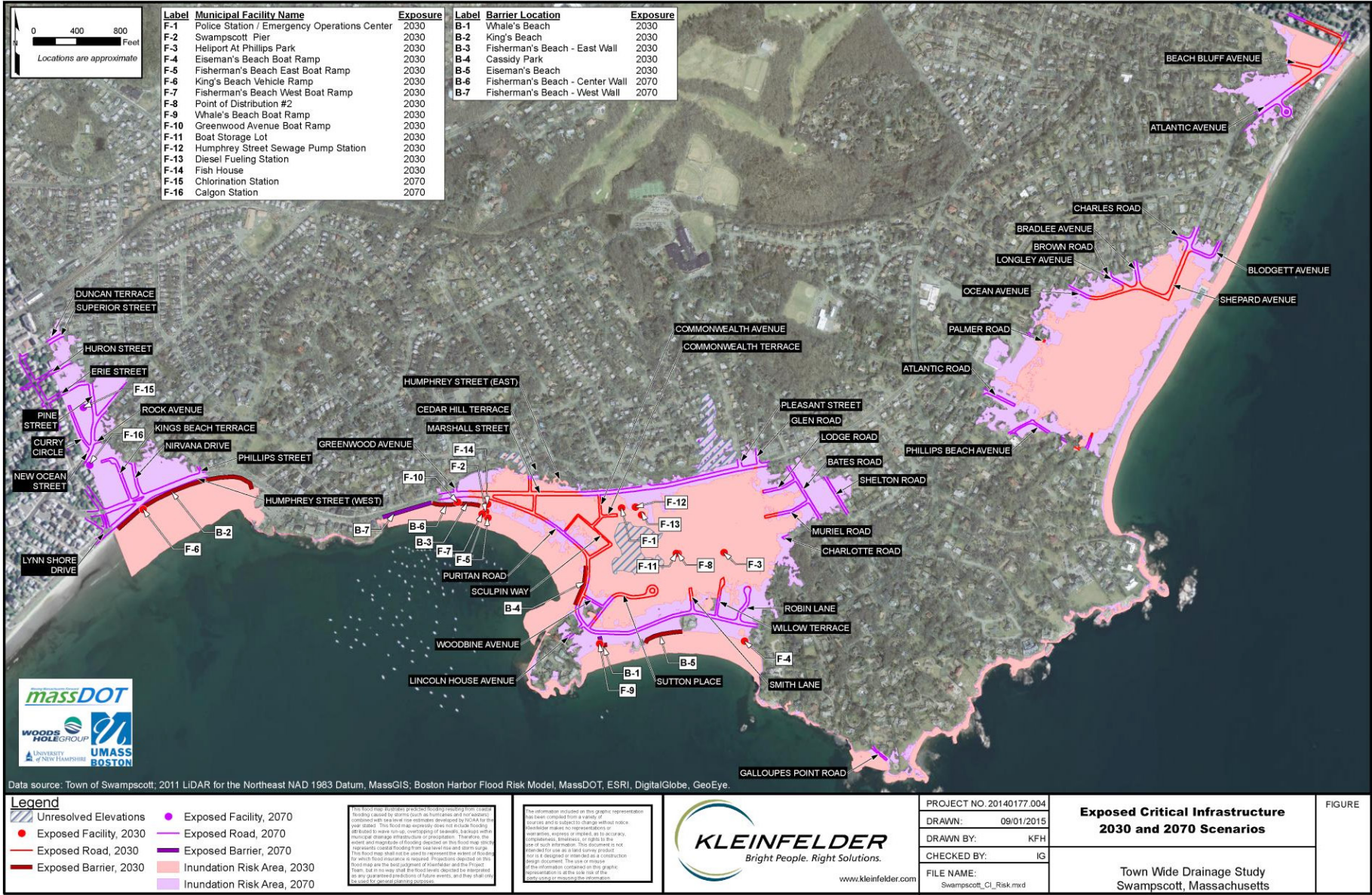
Source: Memorandum for Task 2 – Vulnerability and Risk Assessment. Kleinfelder. 10/13/2015.

**Table 43: Projected Impacts to Non-Municipal Property in 2070**

Property Type	Properties	Assessed Building Value
Residential	390	\$227 million
Commercial & Industrial	19	\$5.6 million
Mixed Use	12	\$6 million
Exempt (Excluding Town- and State-Owned)	5	\$2.9 million

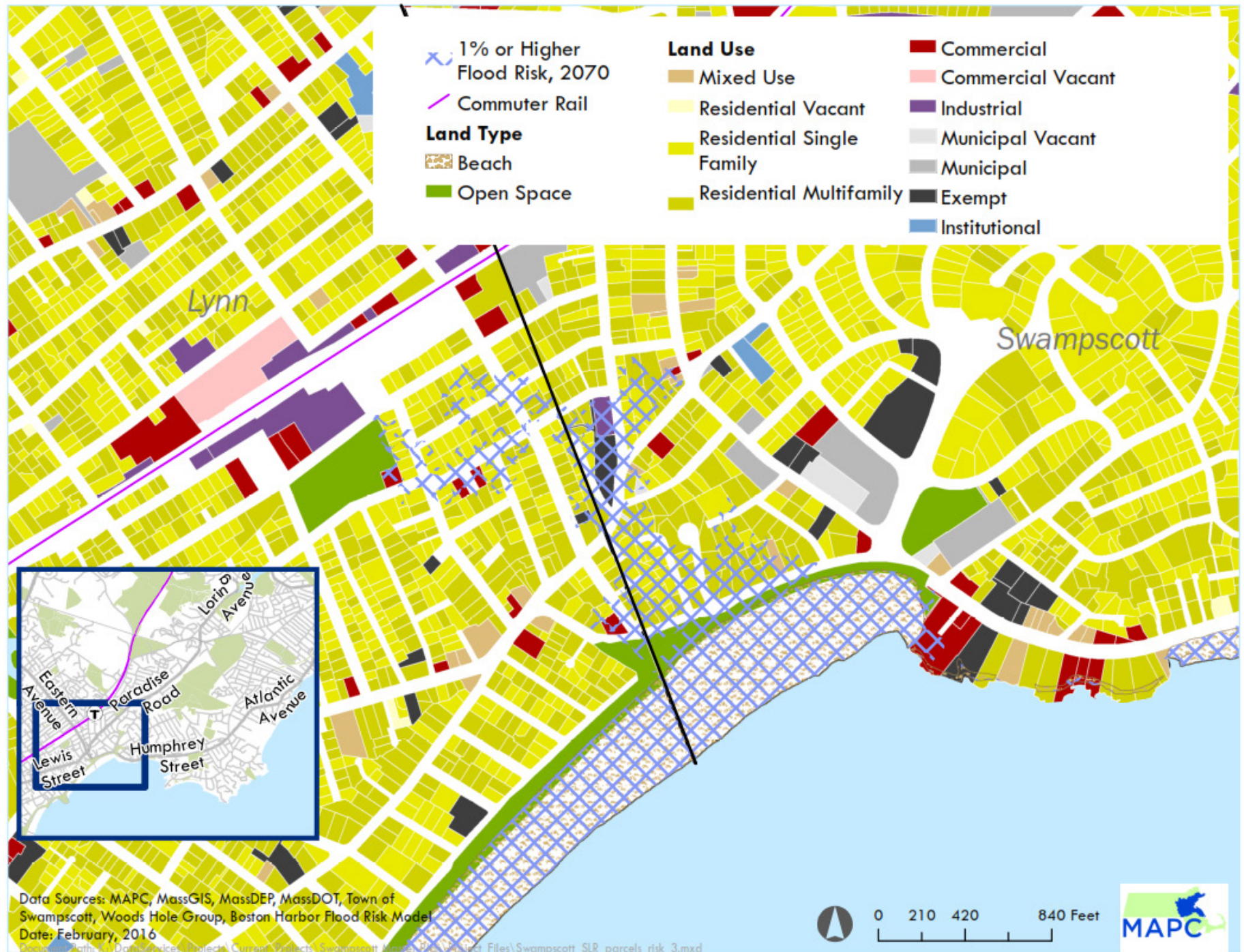


Map 16: Exposed Critical Infrastructure 2030 and 2070 Scenarios



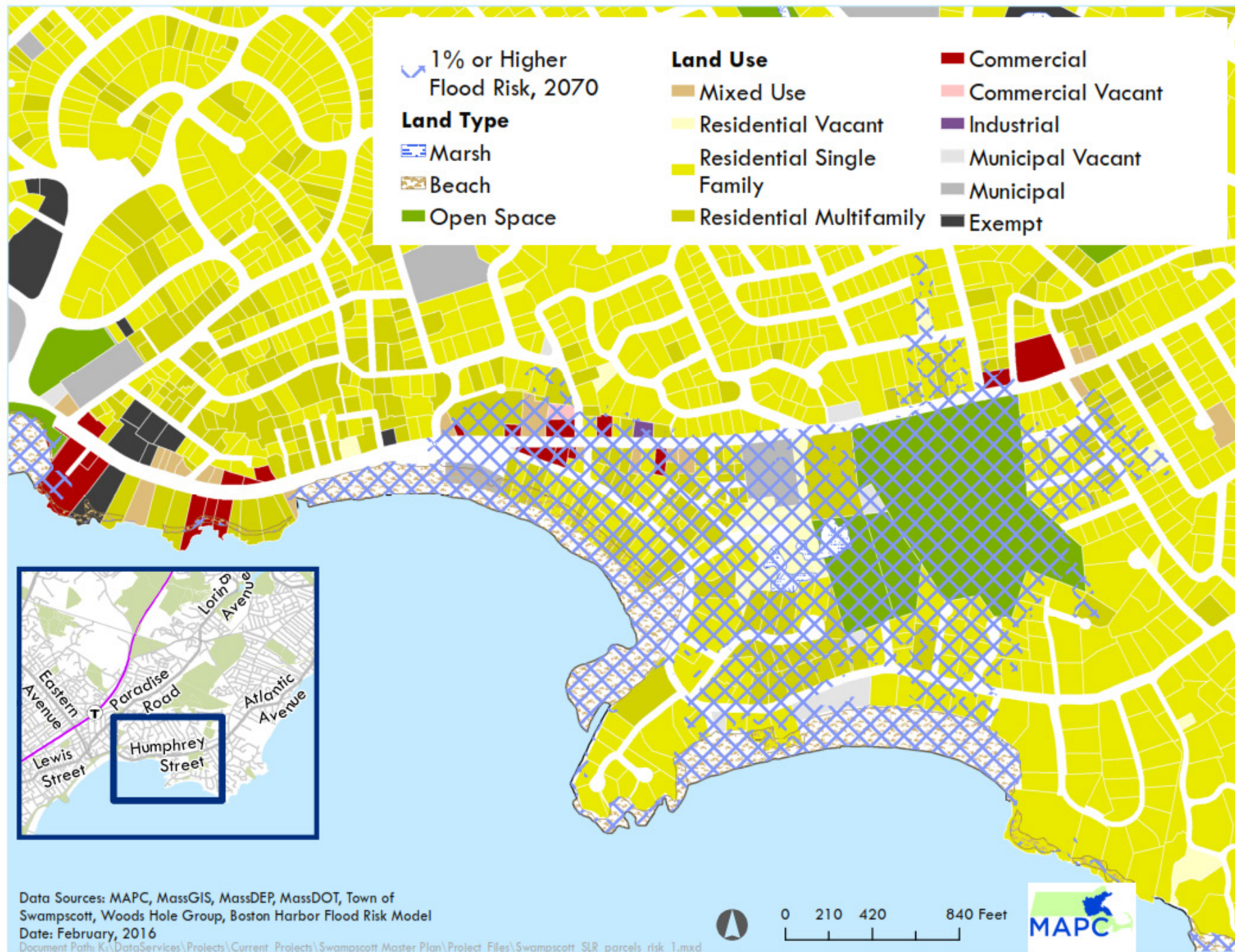


Map 17: Flood Risk, King's Beach Area



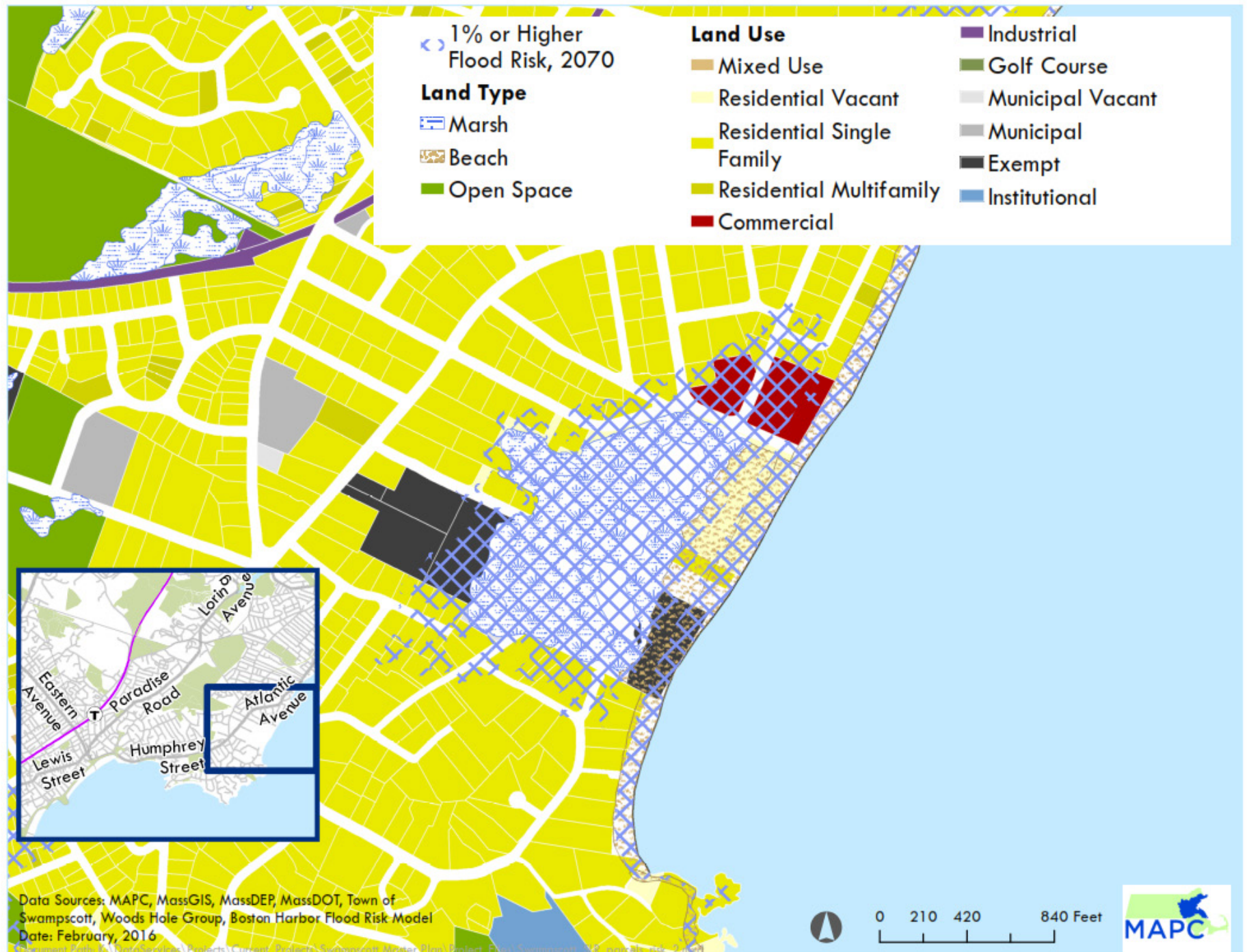


Map 18: Flood Risk, Humphrey Street and Lincoln House Point Area



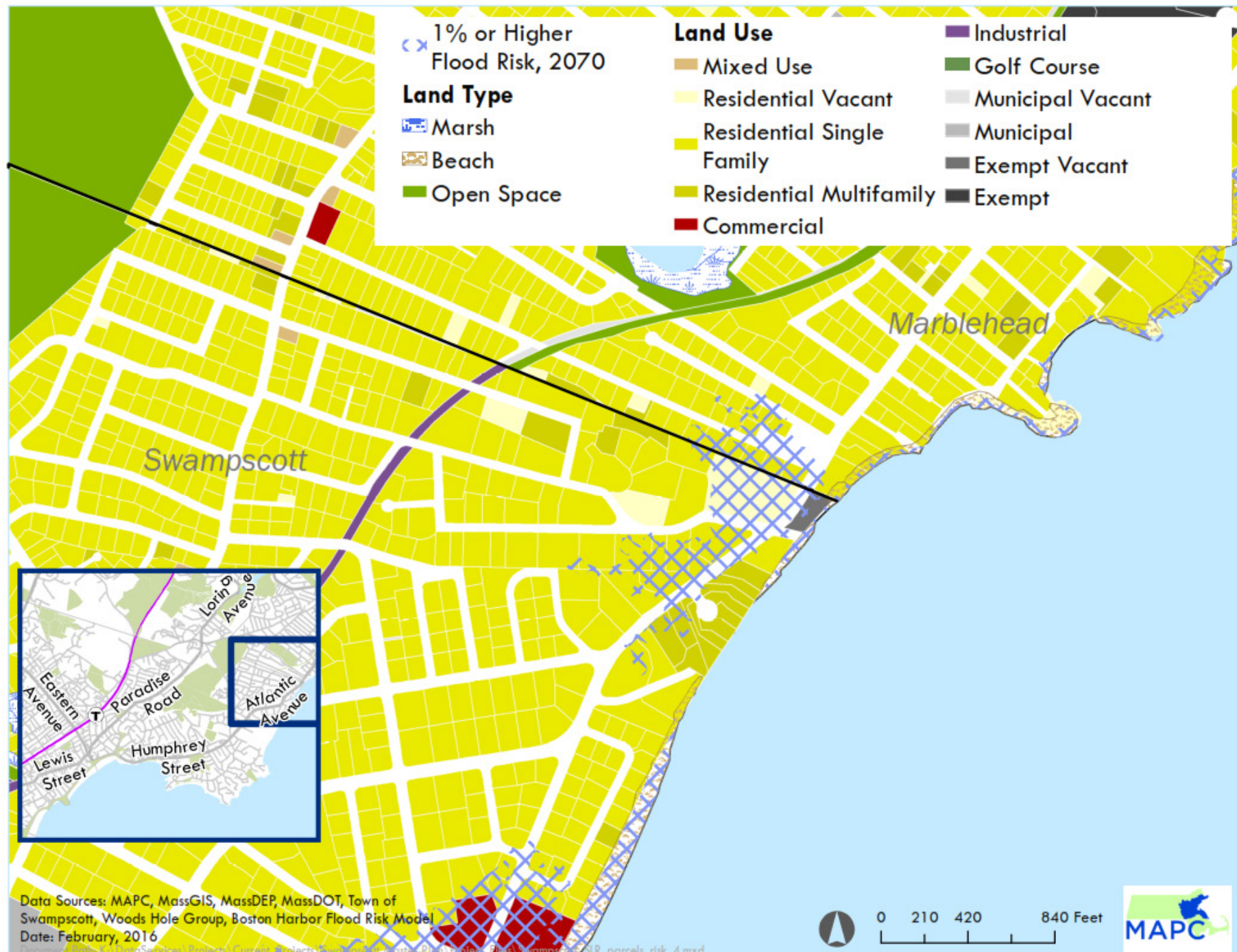


Map 19: Flood Risk, Palmer Pond Area





Map 20: Flood Risk, Atlantic Avenue Area





of flooding in 2070 (See Maps 16 and 18).

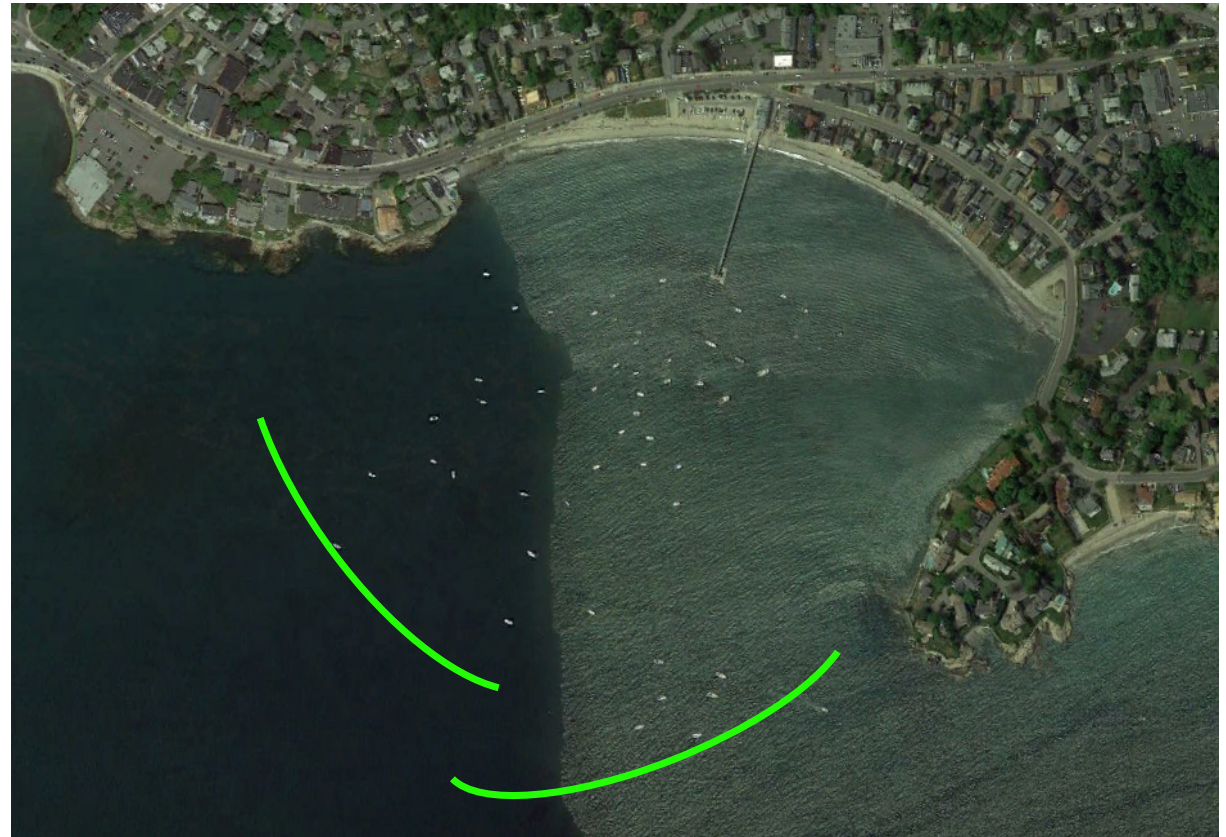
No modeling has yet looked at the specific impact that the breakwaters would have on flooding risk. However, based on the Kleinfelder Map (Map 16), it appears that through 2030, the only entryway for water into most of that area is through Fisherman's Beach. The map shows that higher elevations of Puritan Road, from Lincoln House Point to Puritan Lane, block storm surge from New Ocean House and Eiseman's beaches. By protecting the Fisherman's Beach area, the risk of flooding in areas adjacent to the beach could be greatly minimized for years. The locations of the breakwaters were developed by the engineering firm APEX.

## ***Water Pollution & Stormwater***

### Municipal Separate Storm Sewer System (MS4)

Stormwater discharges may further impact the flooding exacerbated with sea level rise, as well as contributing to water pollution. In terms of stormwater, the Town owns and operates a municipal separate storm sewer system (MS4) and is authorized under a National Pollutant Discharge Elimination System (NPDES) permit (issued by EPA) to discharge stormwater to the ocean. The Town is currently in the process of complying with a judicial Consent Decree agreed to with the EPA in May 2015 after it was found that the Town was not appropriately preventing pollutants from

**Figure 42: Breakwaters (green lines) proposed by Harbor and Waterfront Advisory Committee**



entering the MS4.

- Article XVIII: Illicit Discharges to Municipal Separate Storm Sewer System; and
- Article XIX: Construction and Post-Construction Stormwater Management –This article applies only to construction disturbances of 1 acre or larger and requires that such projects receive a Stormwater Management Permit. To receive the permit, the developer must

submit a detailed management plan. For those construction projects that disturb less than one acre, Swampscott requires, through the building permitting process, that the architect or an engineer certifies that the impervious area is the same or less as before the construction.

In addition, the Town is actively designing sewer rehabilitation construction with the goal of preventing non-stormwater, including contaminated flows from the Town's sanitary sewer underdrain system,



from entering the MS<sub>4</sub>. The Town expects it may take 5-10 years to identify the contaminant sources and replace the piping. Under the terms of the EPA Consent Decree, a design plan is due to EPA in 2017.

In addition to reducing pollution, the infrastructure improvements should save the Town money on sewage treatment costs. Presently, the Town pays to pump its sewage to the Lynn for treatment. The leaks in sewer pipes that allow sewage to escape also allow groundwater in, and likely more often. By repairing or replacing the leaking pipes, the Town should reduce the total volume of sewage it must pump and treat.

Another benefit of the EPA Consent Decree is that Swampscott will be better prepared for forthcoming updated MS<sub>4</sub> regulations from the State. The new MS<sub>4</sub> regulations, currently in draft form, will likely require municipalities to have an ordinance similar to the one Swampscott recently adopted to manage stormwater during construction and post-construction. The Town's Department of Public Works is actively following the development of the MS<sub>4</sub> regulations and working to prepare for the other changes. A possible new requirement for modeling of the total quantity of stormwater under certain scenarios will likely require outside engineering support.

## **Water Pollution**

Swampscott is in the North Coastal watershed. Two bodies of water, Foster

Pond and Nahant Bay, are listed on the state's Integrated List of Waters, and both are rated "Category 5," which means they are considered impaired.

Foster Pond (MA93026) is a freshwater lake, 4.6 acres, that is listed as Class B, meaning that it should be suitable for primary contact (e.g. swimming) and secondary contact (e.g. fishing and consumption of fish). It currently does not support fish consumption because of DDT contamination, and it has not been assessed for other uses such as primary contact.

Nahant Bay (MA93-24) is an estuary of 5 square miles that is enclosed by an imaginary line extending between Galloupes Point, Swampscott and East Point, Nahant. It is listed as Class SA. This means it should be suitable habitat for fish and shellfish, support shellfish harvesting, as well as other forms of primary and secondary contact. It is currently supporting all uses except for shellfish harvesting, due to the presence of fecal coliform. The state identifies the source of the bacteria as marina/boating pumpout and domestic waste from the Swampscott MS<sub>4</sub>. The Town's remedial work on its MS<sub>4</sub> should help to address this in part; however, there is no pumpout station listed for recreational vessels directly serving Nahant Bay to address the vessel discharges.<sup>97</sup>

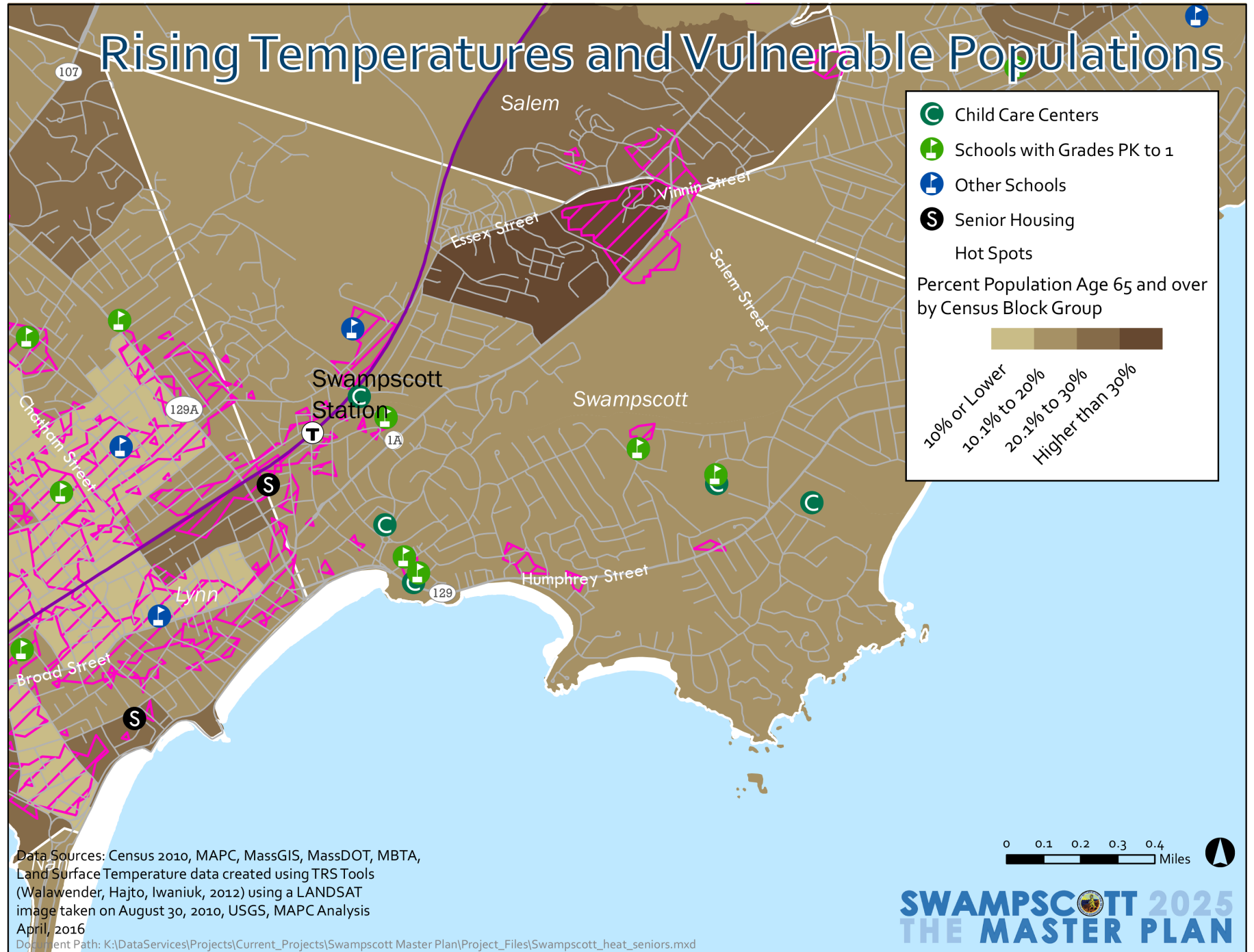
## **Heat Impacts**

In order to assess the impact of rising

temperatures, it is important for the Town to understand who is at risk, where they are located, and how their locations overlap with temperature hot-spots. In terms of at-risk populations, rising temperatures will most affect children (under age 4) and seniors (over age 65), which make up 5% and 18% of the population, respectively, as of 2010. Additionally, many seniors are likely to live alone, increasing their risk. Roughly 26% of Swampscott households are one-person and about half of those are seniors. MAPC has mapped the hot-spots with Swampscott (areas representing the hottest 5% of land area within the MAPC region). Hot spots typically occur due to development that results in the installation of pavement and other heat-trapping sources. These hot spots are predicted to be exacerbated by climate change as shown in Map 21.

Map 21 reveals a number of areas for the Town to focus on. First, the parking lot of the Swampscott Middle School, as well as the Hadley Elementary School and a small area near Clarke Elementary School are hot spots. The Town needs to ensure that areas such as these, where children enter and exit school and spend time during recess, are protected. Also, Map 21 highlights that an area near Vinnin Square that has the highest concentration of seniors in town overlaps with a large hot-spot. Finally, the Swampscott commuter rail station is located in a hot spot, which could affect commuters, particularly children or seniors using the train.

Map 21: Rising Temperatures and Vulnerable Populations



## Recommendations

<b>Goal HM.1:</b> Prepare for the impacts of sea level rise.
<b>Strategy HM.1.1:</b> Refine and update storm surge models.
<b>Action HM.1.1.1:</b> Refine and update sea level and storm surge models from 2030 and 2070 based on new data from MassDOT to update local flooding risk.
<b>Action HM.1.1.2:</b> Model potential storm surge impact of breakwaters using new data from MassDOT.
<b>Strategy HM.1.2:</b> Implement high priority flooding measure from Hazard Mitigation Plan.
<b>Action HM.1.2.1:</b> Complete Preston Beach seawall and outfalls upgrade.
<b>Action HM.1.2.2:</b> Install new pump station and extend drainage outfall at the intersection of Shepard Avenue and Ocean Avenue to pump down Palmer Pond during times of high storm surge.
<b>Action HM.1.2.3:</b> Identify where utility lines, drainage outfalls and houses can be elevated above flooding areas along Puritan Road between Lincoln House Point and Smith Lane.
<b>Action HM.1.2.4:</b> Identify where utility lines and drainage outfalls can be elevated near the access road to the Fish House on Humphrey Street as storm surge backs up into storm drain outfalls in this area during storms and times of high coastal storm surge.
<b>Action HM.1.2.5:</b> Evaluate King's Beach storm surge flooding of beach outfall and identify solutions.
<b>Strategy HM.1.3:</b> Pursue conservation easement for Sculpin Way.
<b>Action HM.1.3.1:</b> Investigate the possibility of securing a conservation easement on land surrounding Sculpin Way to minimize flooding in the area.
<b>Goal HM.2:</b> Prevent and minimize the impacts of water pollution.
<b>Strategy HM.2.1:</b> Improve stormwater management.
<b>Action HM.2.1.1:</b> Lower minimum acreage of 1 acre for stormwater management bylaws.
<b>Action HM.2.1.2:</b> Evaluate the feasibility of implementing a stormwater management fee to connect to the Town's municipal separate storm sewer system (MS4).
<b>Action HM.2.1.3:</b> Identify opportunities for low impact development procedures for municipal projects especially in areas prone to flooding.
<b>Strategy HM.2.2:</b> Improve pumpout waste management.
<b>Action HM.2.2.1:</b> Extend hours of public restroom at marina to reduce illicit pumpouts.
<b>Action HM.2.2.2:</b> Consider a regional approach to boat pumpout waste management to reduce contamination from fecal coliform.
<b>Goal HM.3:</b> Reduce local heat impacts.
<b>Strategy HM.3.1:</b> Target reduction of heat impacts.
<b>Action HM.3.1.1:</b> Investigate solar canopies and tree planting as heat reduction techniques, especially at parking lots.

# 10. LAND USE & ZONING

## Key Findings

- More than half of Swampscott's land area is dedicated to residential development, half of which consist of single family homes.
- After residential use, the second largest use of town land is open space. Almost half of this open space (143 acres) is the privately-owned Tedesco Country Club.
- Swampscott is mostly built out – only approximately 1% of town land is developable. Fiscal stability of the Town will be dependant on revenue from new growth, which will be achieved through development of undervalued properties.

## Introduction

"Land Use" is a general term used to describe the primary use (or combination of current uses) occurring on a tract of land at a given time, including residential, retail/commercial, office, industrial, open space, transportation, mixed use and more. Land use patterns are influenced by numerous factors including historical development patterns, population and economic growth over time, infrastructure investment, transportation access, natural resources and environmental constraints, and quality of life. Importantly, land use is not permanent – it can and often does change over time. For example, a residential subdivision can be built on former farmland, or a residential condominium can be built on the site of a former hotel.

There are several primary land uses including residential, commercial, industrial, tax-exempt, open space and more. However, each category can be further classified by subtype or combination of uses. For example, residential land use can include single-, two- and multifamily types, and commercial land use can include retail and office. Parcels with multiple uses such as residential and commercial can be classified as mixed-use, whereas tax-exempt properties can be separated into public and religious/institutional.

Land use is different from zoning. This is an important distinction, and should be emphasized. Whereas land use identifies the current use, zoning is the mechanism – or tool – used by municipalities to regulate current and future use of land. It dictates what can be developed on every parcel of land: the allowed uses (there can be multiple allowed), the placement and massing of structures, the amount of open space required, the number of parking spaces, and more. In many cases, land use and zoning are not identical. Some uses are "nonconforming", meaning they existed before land was zoned for a different use(s). While these uses are "grandfathered" in, should the parcel be redeveloped, it must conform to current zoning.

Local zoning bylaws are dictated by a community's preferences in form and location of development. The master planning process provides a community the opportunity to proactively craft a land use policy framework to guide future growth in alignment with the ***Swampscott 2025: The Master Plan*** vision.





# Existing Conditions

## Historical Context

In many aspects, Swampscott's connection to the ocean has provided its identity, and been a key driver in the town's growth. What is today known as Swampscott, was originally home to the Naumkeag Tribe – an offshoot of the larger Pawtucket Native American tribe – who fished and farmed within an area once known as Sachem Pogueanum. This land, which was later renamed the Humphrey Grant after John Humphrey, first deputy governor of the Massachusetts Bay Colony, grew into a sizable fishing village in the 1800s, and was known as the birthplace of the lobster pot (trap), and the Swampscott Dory, the craft used to pull lobster pots. This area, along with several hundred acres of what was then part of the City of Lynn, was incorporated officially as the Town of Swampscott in 1852.

After incorporation, Swampscott's ties to the sea continued to propel its growth. With the advent of rail service in the 1850s, Swampscott experienced a building boom that quickly transformed the community into a seasonal ocean resort town that attracted the nation's elite. Most notably, grand hotels and beaches lined the coast along what is today known as Humphrey Street while seaside estates lined easternmost areas.

Rail service also brought about Swampscott's second transformation into

a seaside commuter suburb. Rail service provided residents with direct access not just to Boston, but to nearby booming industrial centers including Lynn and Salem. Soon, seaside estates were subdivided to provide more year round residences, and inland areas began to develop towards the train. Most significantly, the former Enoch Reddington Mudge estate was subdivided into a planned residential district designed by Frederick Law Olmsted, Sr. The area, now known as the Olmsted Subdivision Historic District, is both designated as a Local Historic District and is listed on the National Register of Historic Places. The suburbanization of the remainder of Town occurred post WWII as automobile ownership allowed for more remote areas of town to be developed.

Land use patterns of today continue to reflect the town's dependence on the ocean and later the railroad, even as auto-oriented suburbanization took hold in the Post War period.

## Swampscott Land Use

Although a small municipality in terms of total land area, there is a wide diversity of land uses found within Swampscott. Land use is closely tied to municipal property tax valuation, and cities and towns may apply different tax rates to each use. For example, different tax rates may be applied to residential and commercial properties, whereas some are exempt (e.g. institutional and government owned land), etc.

Land use also speaks to the history and fiscal health of a community. Patterns that evolve over time not only form the physical character of the community, they may also point to problematic patterns and decisions (e.g. lack of commercial land, and thus minimal commercial tax revenues.) Thus, identifying where land uses should change over time – in this case, the next 10 years – is one of the many benefits of developing a master plan. Further, the future land use plan takes into account all of the previous elements in the plan (e.g. housing, economic development, open space, etc.) and sets forth a plan for change to achieve the overall plan vision.

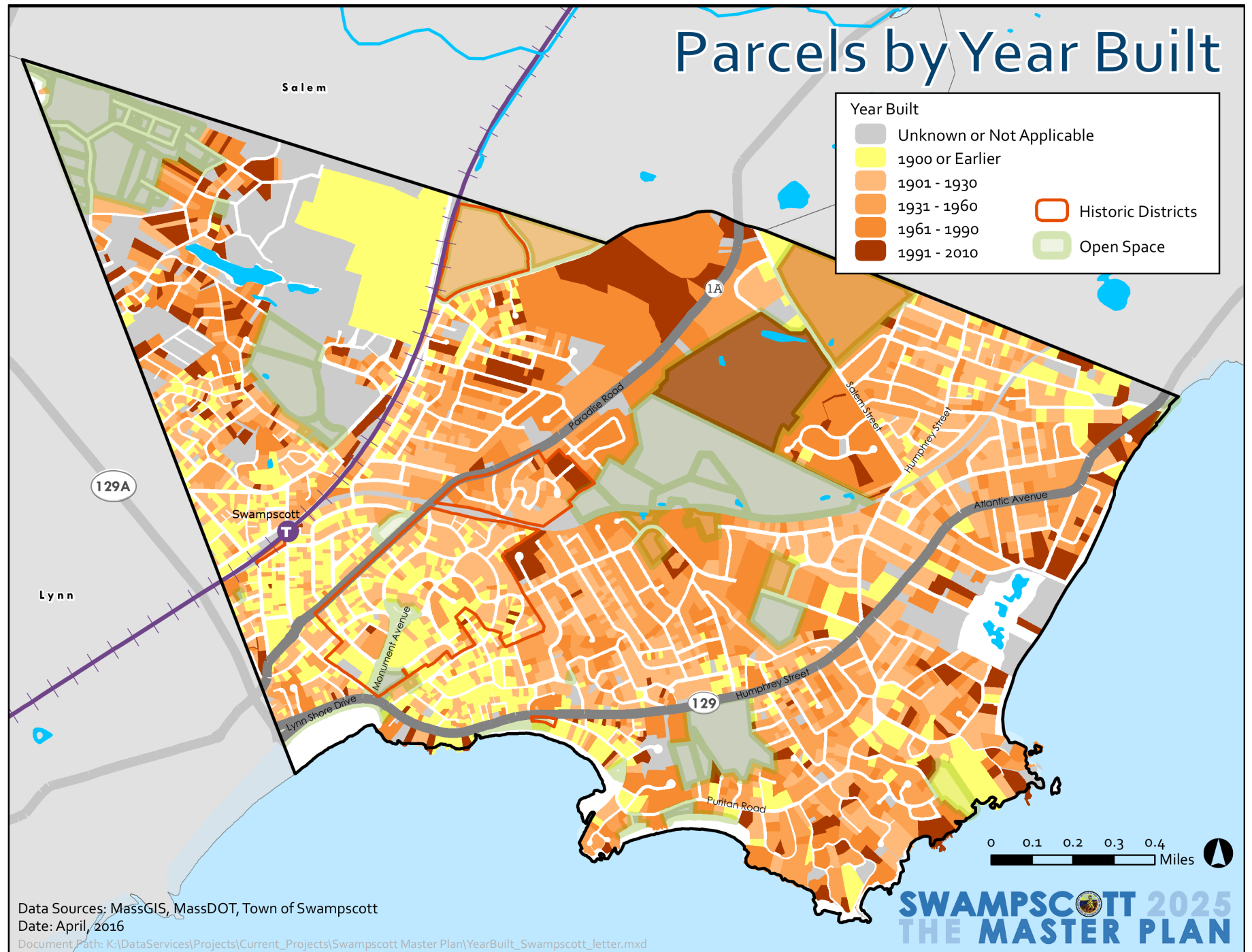
The future land use plan will essentially answer the two following questions:

1. What areas of town should stay the same or be preserved?
2. What areas of town hold potential for change and growth, and what should that change encompass?

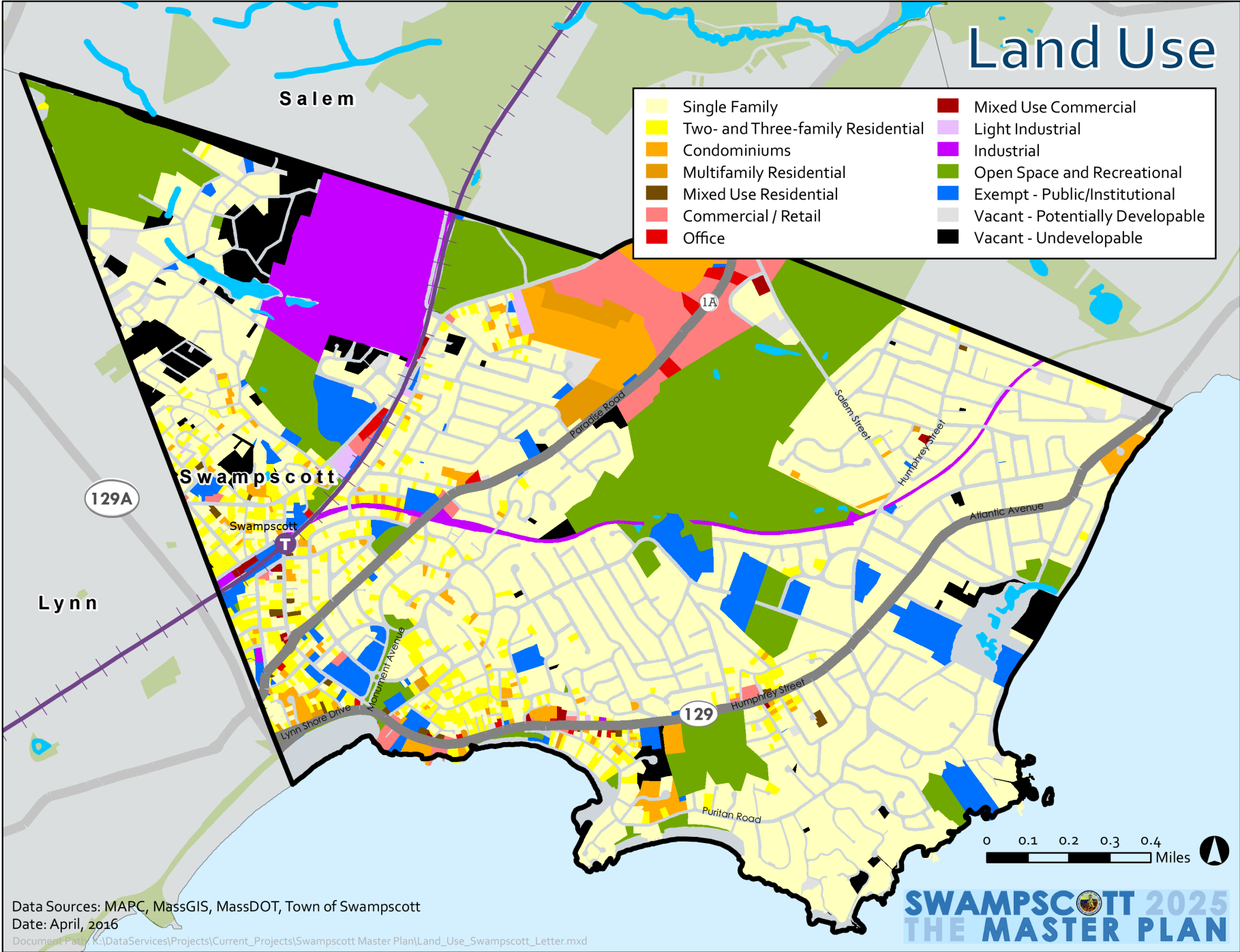
## Residential Uses

Swampscott is primarily a residential suburban community. This is reflected in the amount of land dedicated to residential development. Over half of Swampscott's total land area is used for residential purposes (54%), the majority of which consists of single family homes (45% of total land area). Higher density residential uses – 2-family, 3-family units, smaller apartment and condominium development

Map 22: Swampscott Parcels by Year Built



Map 23: Swampscott Land Use, 2012



**Table 44: Land Use Types**

Land Use Category	Total Acres	%
<b>Residential Uses</b>	<b>1060</b>	<b>54%</b>
Single Family Residential	898.7	45.4%
Two- and Three- Family Residential	76.0	3.8%
Condominium	76.7	3.9%
Multifamily Residential	8.9	0.5%
<b>Commercial Uses</b>	<b>70</b>	<b>4%</b>
Mixed Use/Residential	4.4	0.2%
Commercial/Retail	54.8	2.8%
Office	6.7	0.3%
Mixed Use/Commercial	3.7	0.2%
<b>Industrial Uses</b>	<b>110</b>	<b>6%</b>
Light Industrial	4.3	0.2%
Industrial	106.0	5.5%
<b>Open Space</b>	<b>278</b>	<b>14%</b>
Public Open Space and Recreational	134	6.8%
<b>Transportation (Right of Ways)</b>	<b>264</b>	<b>13%</b>
<b>Tax Exempt</b>	<b>97</b>	<b>4.9%</b>
(Municipal, Institutional, and other Exempt except Open Space)		
<b>Vacant</b>	<b>89</b>	<b>5%</b>
Vacant – Developable Residential	18.9	1%
Vacant – Developable Commercial	0.4	0.004%
Vacant – Undevelopable Residential	67.6	3.4%
Vacant – Undevelopable Commercial	1.7	0.1%
<b>TOTAL</b>	<b>1969</b>	<b>100%</b>

and a few mixed use developments – are clustered in a few areas of town. Large multifamily structures and complexes, both rental and condominiums, are found most prominently in Vinnin Square and its vicinity, including the recently completed Hanover apartment development. Smaller multifamily structures (2-family to mid-sized apartments and condominium complexes), are located primarily around the commuter rail station and adjacent the Lynn border, and on the water side of Humphrey Street (e.g. The Concordia).

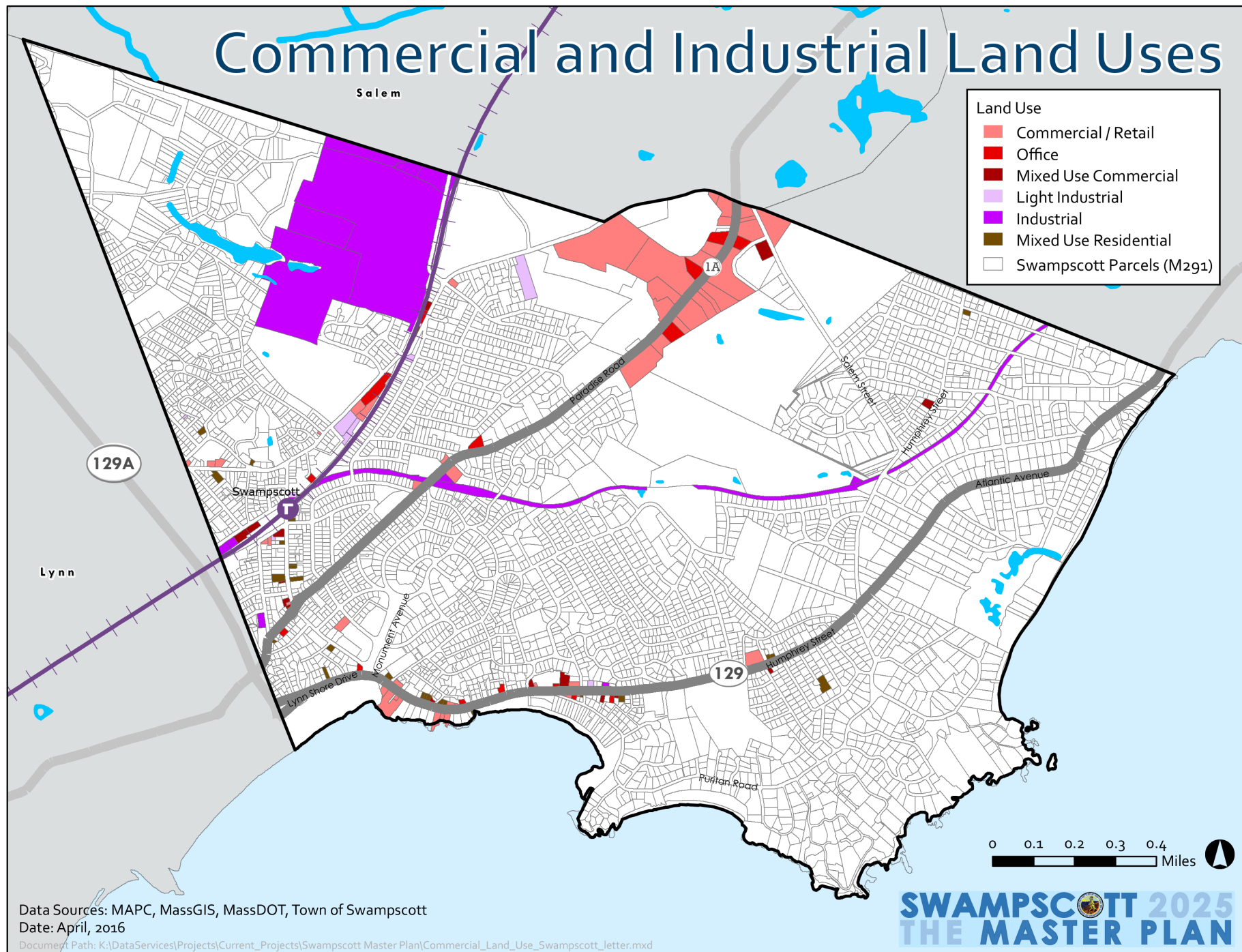
Swampscott's residential neighborhoods are densely developed, particularly for a community that consists primarily of single family areas. Lot sizes are generally small – in most areas, just over ¼-acre, although larger parcels are found along the waterfront. For example, the Olmsted Historic District consists mostly of single family homes on relatively small parcels averaging 7,400 square feet. In contrast, waterfront properties in residential neighborhoods along Puritan Road are more spread out, with a larger average lot size of roughly 22,000 square feet.

#### Commercial Uses

Just over 4% of Swampscott's land area is used for commercial purposes, including retail and office. As shown in Map 24, there are two major commercial corridors: Humphrey Street and Vinnin Square. A small, but not insignificant, commercial area surrounds Swampscott Depot.



**Map 24: Swampscott Commercial and Industrial Land Uses**



Humphrey Street has a pedestrian-oriented downtown retail environment with restaurants and small, specialty retail stores. Small offices are scattered both in ground floor and upper floor spaces. This corridor has historical, cultural, scenic significance for Swampscott. It was among the earliest areas developed in the community, is proximate to Town Hall and other public facilities, and parallels the waterfront. Although the area serves as Swampscott's "downtown," portions of the corridor appear dated, lack significant streetscaping and beautification elements, and as noted by many citizens during Master Plan public forums, could "use a face lift." Further, more activity is desired, both in terms of retail offerings, but also programmatic. Many wished to see outdoor events at area beaches and open spaces that anchor the downtown, "First Friday" style events where stores stay open late and special activities are highlighted.

Recent retail investment has brought increased activity to the area, including the Ocean House Surf Shop and O-Yo Frozen Yogurt. More developments along the waterfront are planned, including Mission on the Bay restaurant, which includes a large waterfront roof deck.

Additionally, several parcels are significantly underutilized along Humphrey Street, particularly given their waterfront location. Most notably, the Hawthorne by-the-Sea property and its large surface parking lot offers potential for mixed-use

redevelopment (e.g. hotel with retail), as does the adjacent church-owned surface parking lot. These two areas create disconnection between portions of the active street front along Humphrey Street because the parking abuts the sidewalks.

Vinnin Square serves as Swampscott's primary commercial center. This area, which is located along Paradise Road adjacent to the Salem and Marblehead borders, consists of auto-oriented strip mall-style shopping plazas with large parking lots lining both sides of Paradise Road. Tenants include national and regional retailers such as Whole Foods Market, Marshall's, Panera Bread, Stop N Shop, Home Goods, Walgreens, Pizzeria Uno, and more, along with some local establishments. Several office and medical buildings are scattered throughout the area.

Pedestrian access in the area is poor. Crosswalk markings have significantly faded and are often ignored by pedestrians and motorists alike. During field visits of Swampscott, many pedestrians were seen jaywalking across Paradise Road, some in the midst of ongoing traffic.

Swampscott citizens value the businesses in Vinnin Square, but many have suggested the area could be transformed over time into more of a "new urbanist" village center with a mix of use, including retail and residential that appeal and accessible to all households regardless of age, physical ability, or mode of transportation. Vinnin Square represents

**New Urbanism** is an urban design movement that promotes walkable neighborhoods containing a wide range of land uses, include residential and commercial. Many communities across the country have retrofitted their suburban strip malls in accordance with new urbanist design in response to today's lifestyle preferences and to improve properties that are declining in value. New developments like Market Street in Lynnfield and Assembly Row in Somerville are designed using new urbanist concepts.

### *Market Street, Lynnfield*



*Credit: Cranshaw Construction*

### *Assembly Row, Somerville*



*Credit: The Boston Calendar*

one of Swampscott's best opportunities for large-scale redevelopment over time. The Swampscott Depot commercial cluster is considerably smaller than those found along Humphrey Street or Vinnin Square. Several restaurants and professional offices are located adjacent to the station, as well as a few light industrial and retail uses.

### Industrial Uses

Nearly all of Swampscott's industrial land is the quarry owned and operated by Aggregate Industries. The quarry occupies nearly 100 acres and is anticipated to operate for several more decades, thus this land is unlikely to change use over the course of this plan. Nevertheless, the Town should begin thinking about future reuses for this area; perhaps redevelopment opportunities may arise over the coming decade.

Other smaller industrial areas are located along Essex Street and Columbia Street adjacent to the commuter rail tracks within a ¼-mile of the station. These properties include warehouse style structures, but not necessarily industrial uses. For example, CrossFit the Swamp and Paradise Gym occupy warehouse style buildings. These parcels, or portions of them, could be redeveloped for a higher value use, and could be included in a 40R overlay zoning district that would encourage mixed use development (commercial and residential) within walking distance to the train station.

### Parks and Open Space (including tax exempt open space)

The Town of Swampscott has over 300 acres of open space and recreational land, under both public and private ownership. The 28 recreational and conservation points of interest include parks, beaches, golf courses, ponds, and fields.

The largest tract of public open space is the Harold A. King Forest, abutting Lynn and Salem borders. The Tedesco Country Club is the largest privately-owned open space.

### Transportation

Approximately 264 acres, or 13% of the Town's total land area is devoted to right-of-ways. These include local roads and state routes, which are all paved, impervious surfaces.

### Tax Exempt (excluding Open Space)

Excluding open space, about 70 acres or 4% of the land area in Swampscott is occupied by tax exempt uses, including town government, public schools, institutional, religious, charitable, and other exempt uses. Among these are Town-owned facilities such as the Greenwood Avenue School, Machon School, and other properties discussed in the Public Facilities and Services element.

### Vacant Land (Development Opportunities)

Only 4.5% of all land in Swampscott is

vacant, or roughly 90 acres (not including protected open space). However, of this land only 19 acres is listed by the Assessor's Office as potentially developable. Many of these parcels are located on the western corner of the town, nestled among residential neighborhoods. A few of vacant parcels are in proximity of the Vinnin Square area.

The remaining vacant land is constrained for various reasons such as difficult topography, environmental constraints, or lack of access. Essentially, Swampscott is built out. This means that any new growth and/or development will be through redevelopment. Thus, the Town must be strategic to ensure that future land uses maximize the values of redevelopable properties.

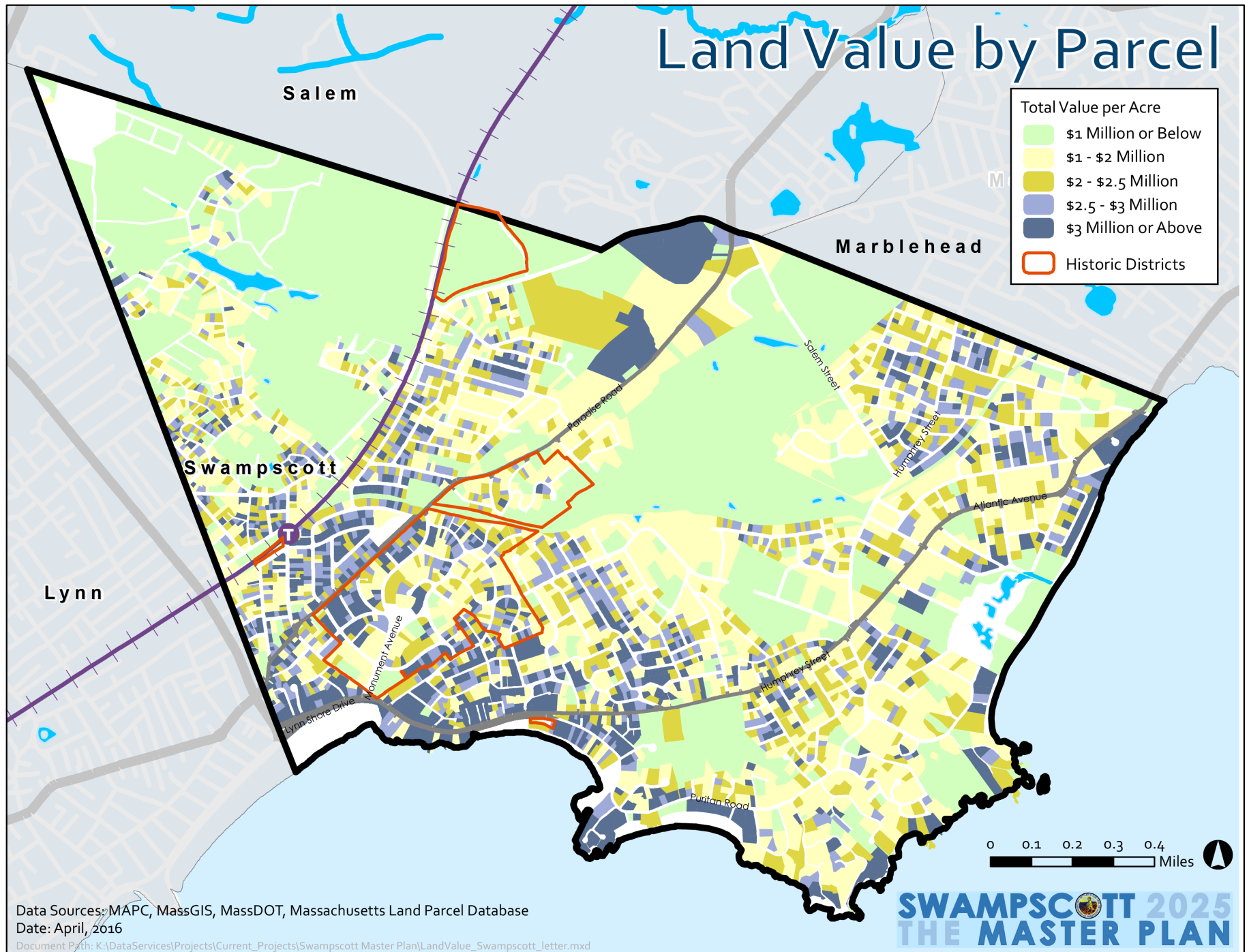
### Land Use and New Investment

As detailed earlier in this document, new revenue growth is required to ensure fiscal stability for the Town. The primary way for Swampscott to increase revenues will be through new or increased investment, or growth, in town. Additionally, since the town is essentially built out – not including protected open space – growth will be achieved through redevelopment of lower value, or undervalued, properties.

As shown in the Map 25 below, land values vary throughout Swampscott. In general, land values per acre are highest directly along the coast, and in older sections of



Map 25: Swampscott Land Value by Parcel





town closest to Humphrey Street, but also in residential neighborhoods to the southeast of the train depot, and areas closest to Marblehead.

### Growth Opportunity Areas

Although primarily built out, there are several areas in town that hold potential for redevelopment. These areas tend to be single use, lower density and lower value, and primarily commercial or industrial. The Town acknowledges that in order to address its widening budget gap, additional revenue from property assessments will rely heavily on new growth in these areas.

#### **Vinnin Square**

The greatest opportunity for large scale redevelopment is around Vinnin Square. Vinnin Square primarily consists of auto-oriented strip mall-style shopping plazas with large parking lots lining Paradise Road (Route 1A). These uses, which are found in flat, low-lying areas, are surrounded by residential areas. Notably, several large multifamily residential complexes are found in hilly areas above the shopping district. And while multifamily residential is essential to a walkable, mixed use environment, these complexes are disconnected from the larger retail area.

Interestingly, the highest valued land in Vinnin Square is not the commercial areas. These parcels are valued significantly lower per acre than in much of town, and

significantly lower than the multifamily complexes surrounding them. Identifying and enabling a higher and better use to increase the values of these parcels is a critical opportunity for the Town to meet its future revenue needs.

Future redevelopment of Vinnin Square should be coupled with public infrastructure improvements such as sidewalks to better connect the redevelopment of Vinnin Square with surrounding residential areas. The 40R overlay district would encourage redevelopment of Vinnin Square into a mixed-use district with retail and residential combined in a village-like setting, helping to create a “sense of place” in Vinnin Square while also increasing the values of these parcels.

#### **Humphrey Street**

Although parcels along Humphrey Street are valued quite highly, some of the parcels like the Hawthorne by the Sea and other scattered sites do not fall into the highest value category.

#### **Train Station**

Finally, the industrial and commercial properties within a short walk of the Swampscott Train Depot are valued significantly lower on a per acre basis than many of the residential properties, particularly those directly east of the station. These properties offer an opportunity to increase the value through redevelopment.

### ***Opportunity Sites***

Publicly owned land is often leveraged by communities to attract the types of development desired within the community. Unfortunately, the Town of Swampscott does not own a significant amount of developable land. Most publicly owned land has been developed or is used for open space and recreation. However, there are several parcels – notably former school buildings – that offer redevelopment potential. These are described in more detail in the Public Facilities and Services element. In addition to the Town-owned properties with redevelopment potential, there are also privately owned parcels that could have alternative futures.

### Machon and Greenwood Schools

The sites of former Machon and Greenwood Schools have been vacant for several years. The former Greenwood School building in particular has extensive water damage and significant rehabilitation is required to prepare it for reuse. In contrast, the former Machon School building is in relatively good condition and an RFP was issued in February 2016 for the site. While the community’s interest in adaptive reuse of these properties have been strong, the process of doing so has been met with technical and legal challenges.

### [White Court](#)

In June 2015, Marian Court College, a small Christian college, decided to close its doors due to declining enrollment and revenues. Owners of the six-acre waterfront property, the Sisters of Mercy, have put the property on the market for sale. It features the 1895 Classical Revival mansion – once the summer home of Calvin Coolidge. Opportunities for the site include reuse of the mansion in some form for residential purposes, subdividing the parcel, conversion to a waterfront hotel and restaurant, and potential for public access.

### [Hawthorne by the Sea](#)

The Hawthorne by the Sea Tavern at 153 Humphrey Street was identified as an opportunity site during the process of developing the Humphrey Street Overlay District. The restaurant belongs to the Anthony's Pier 4 family of restaurants. Two of three other restaurants operated by the family – in Boston and Lynn – have closed within the past five years. The owners have expressed potential interest in redeveloping or listing the site. If this property becomes available, its prime waterfront and gateway location would be a substantive redevelopment opportunity.

### [DPW Site](#)

The Department of Public Works and Swampscott administration have determined that its current facility is in

poor condition and the DPW is considering to relocate. Therefore, the DPW site is an opportunity site for future redevelopment.

## **Zoning**

Swampscott's current Zoning By-Law was adopted during a Special Town Meeting in May of 2000, and approved by the Massachusetts Attorney General in August of the same year. Since adoption, the bylaw has been updated 10 times, most recently in May 2015.

The Zoning By-Law covers the following topics:

- Zoning Districts
- Use, Dimensional, and Timing Regulations
- Off-Street Parking and Loading
- Signs
- General Landscaping and Screening

### Requirements

- Environmental Standards
- Approved Street Plan
- Assisted and Independent Living Facilities
- Flood Plain/Wetland Protection Overlay District
- Coastal Flood Overlay District
- Wireless Communications Services Overlay District
- Regulations Pertaining to Specific Uses
- Planned Development Districts
- Smart Growth (40R) Zoning Overlay District
- Humphrey Street Overlay District
- Administration and Procedures

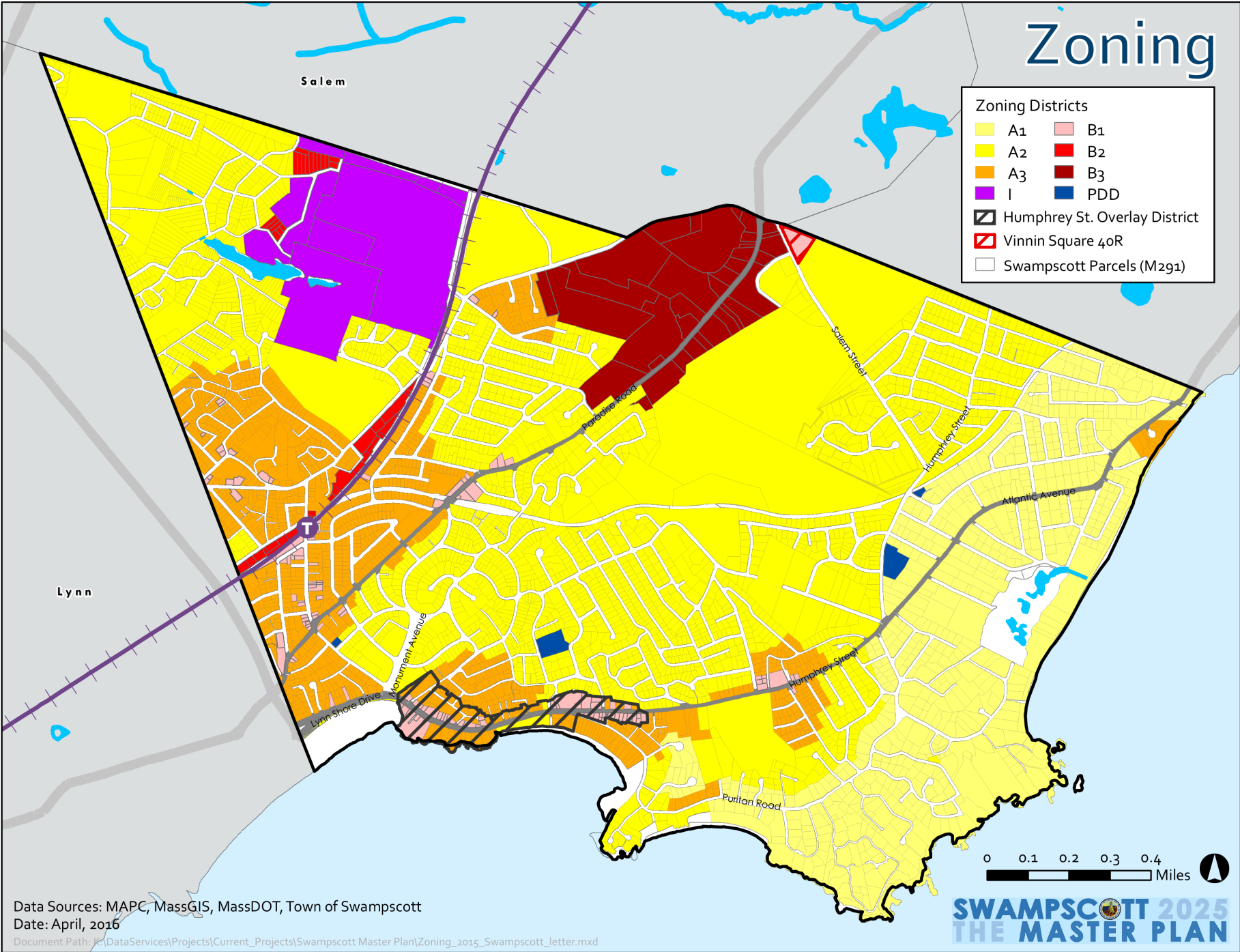
Table 45 shows Swampscott's zoning districts along with the acreage and proportion of total land area for each, and the Zoning Map 26 shows where each zoning district is located.

**Table 45: Zoning Districts**

ZONE	Description	ACRES	PERCENT
A1	Residential (30,000 sf parcel min)	315.4	19%
A2	Residential (20,000 sf parcel min)	874.3	53%
A3	Residential (10,000 sf parcel min)	206.9	13%
B1	Business (10,000 sf parcel for dwellings)	25.8	2%
B2	Business (10,000 sf parcel for dwellings)	12.8	1%
B3	Business (15,000 sf parcel for dwellings)	101.8	6%
I	Industrial District	108.1	7%
PDD	Planned Development Districts	5.0	0%
<b>TOTAL</b>		<b>1650.0</b>	<b>100%</b>

Source: Swampscott Zoning Bylaw

Map 26: Swampscott Zoning



## ***Residential Districts***

Swampscott's three residential districts make up about 85% of Swampscott's land area. The main use allowed in these districts is housing; commercial and industrial uses are not allowed in these districts. The maximum height allowed in these districts is 2.5 stories and no more than 35 feet. A1 zoning can be found on the eastern side of town between Humphrey Street and the waterfront. A3 zoning is found in a few areas throughout town, particularly in denser areas around the train station. A2 zoning can be found throughout the town and makes up more than half of the town's overall land area. The entirety of the Olmsted Historic District is zoned A2.

The A1 and A2 Districts are primarily intended for single-family dwellings, with a minimum lot area of 30,000 square feet in A1 and 20,000 square feet in A2. Two-family and multi-family dwellings are not allowed in these districts.

The A3 District has a minimum lot size of 10,000 square feet and allows single-family and two-family dwellings as-of-right and allows multi-family dwellings with up to eight units by special permit.

## ***Commercial Districts***

The B1 District can be considered a transitional district, predominantly intended for commercial uses but where many residential uses, including single-family

and two-family dwellings, are allowed by special permit. Retail and restaurant uses smaller than 2,000 square feet are allowed as-of-right under B1 zoning. Generally, automotive uses and medical facilities are not allowed in the B1 District. B1 zoning can be found interspersed in areas close to A3 residential districts, such as the Humphrey Street corridor and parts of the Olmsted District. B1 zoning appears to promote traditional neighborhood commercial development; development at a smaller scale that promotes walkability.

B2 District zoning can be found adjacent to the commuter rail line and next to the quarry. B2 serves as a transition district between residential as well as industrial uses. Small retail and restaurant businesses are allowed as of right in B2 just like in B1 and B3; at the same time, light manufacturing facilities under 10,000 square feet of gross floor area, warehouses, and contractor's yards are allowed in B2 by special permit – uses that are prohibited in any other residential or commercial district. B2 is also the "automotive" zone where gas stations and auto service buildings can be located by special permit.

B3 District zoning encompasses Vinnin Square. In this area, many businesses larger than 2,000 square feet but smaller than 5,000-10,000 square feet (the upper limit depends on the use) are allowed as-of-right, such as retail (2,000-10,000 square feet), restaurants and coffee shops (2,000-7,500 square feet), personal service

establishments (2,000-5,000 square feet), and banks and financial institutions (2,000-5,000 square feet). These same mid-size uses are only allowed by special permit in the other commercial districts and are not allowed in residential or industrial districts. Some businesses larger than 10,000 square feet are allowed in all three commercial districts by special permit, and the specific types of businesses/uses vary with each district.

## ***Industrial District***

Most industrial uses are limited to the I District located at the quarry. This district allows very few non-industrial uses, such as adult uses and for medical marijuana dispensaries.

## ***Planned Development Districts***

There are four Planned Development Districts (PDDs) in Swampscott: Phillips Fire Station PDD, Burrill Senior Center PDD, Greenwood PDD, and Temple PDD. These PDDs are for planned residential development on specific parcels that are not subject to the same use and dimensional regulations of the surrounding zoning districts. The four PDDs in the current zoning were all on Town-owned parcels prior to redevelopment. The Phillips Fire Station PDD is zoned for a single family dwelling with an accessory garage. This PDD was recently redeveloped per these zoning regulations and sold as a private home. The Burrill Senior Center PDD allows a single,



two-family, or three-family dwelling as-of-right. The development vision for this PDD has changed following the February 2015 Town Building Reuse Forum; the Town's intention is to retain this property and lease it for use as an art and cultural center based on public feedback about needed amenities and desired uses for Town-owned properties. The Greenwood PDD, located at the Greenwood Avenue School, allows for multi-family dwellings. This PDD is also under review following many redevelopment challenges and differing visions for its proposed reuse. It is still owned by the Town. The Temple PDD allows for single-family or multi-family buildings and is currently under redevelopment as a 14-unit single-family home subdivision. Because all of these PDDs are or were Town-owned facilities, they are discussed in more detail in the Public Facilities and Services element of this master plan.

## Overlays

Overlay Districts add additional provisions to certain areas in addition to the requirements of the underlying zoning. Overlay Districts in town include the following:

- Flood Plain/Wetland Protection Overlay District
- Coastal Flood Area Overlay District
- Wireless Communications Facilities Overlay District
- Vinnin Square Smart Growth Overlay District

### • Humphrey Street Overlay District

The purpose of the Flood Plain/Wetland Protection Overlay District is to restrict residential uses in flood-prone area for health and safety reasons, to protect the water table and water recharge areas within the town, to allow for safe flood water storage by assuring the continuation of the natural flow pattern of water courses, to protect the Town against costs related to unsuitable uses of wetlands, and to conserve natural conditions, wildlife, and open space in Swampscott.

The purpose of the Coastal Flood Area Overlay District is located in the areas delineated on the Flood Insurance Rate Map by the Federal government. Properties in this district area subject to additional building permit application reviews to ensure that proposals are consistent with the need to minimize flood damage.

The purpose of the Wireless Communications Facilities Overlay District is to establish a district where wireless communications services can be provided while protecting the public from health hazards associated with these facilities and minimizing visual impacts on residential districts.

The Vinnin Square Smart Growth Overlay District is designated based on M.G.L. Chapter 40R smart growth zoning provisions. The purposes of Smart Growth Overlay Districts are to promote sustainable,

pedestrian-friendly development, ensure high quality design consistent with the town's character, to establish context-sensitive development standards, to provide a variety of housing including affordable housing, to generate positive tax revenues, and to benefit from the financial incentives provided by M.G.L. Chapter 40R (based on the development of housing units that meet minimum density standards).

Finally, the Humphrey Street Overlay District is intended to "promote development and define a sense of place in the historic downtown of Swampscott that enhances and encourages a mix of uses, protects historic and cultural resources, and fosters a harmonious connection between the district and the natural environment of the waterside."

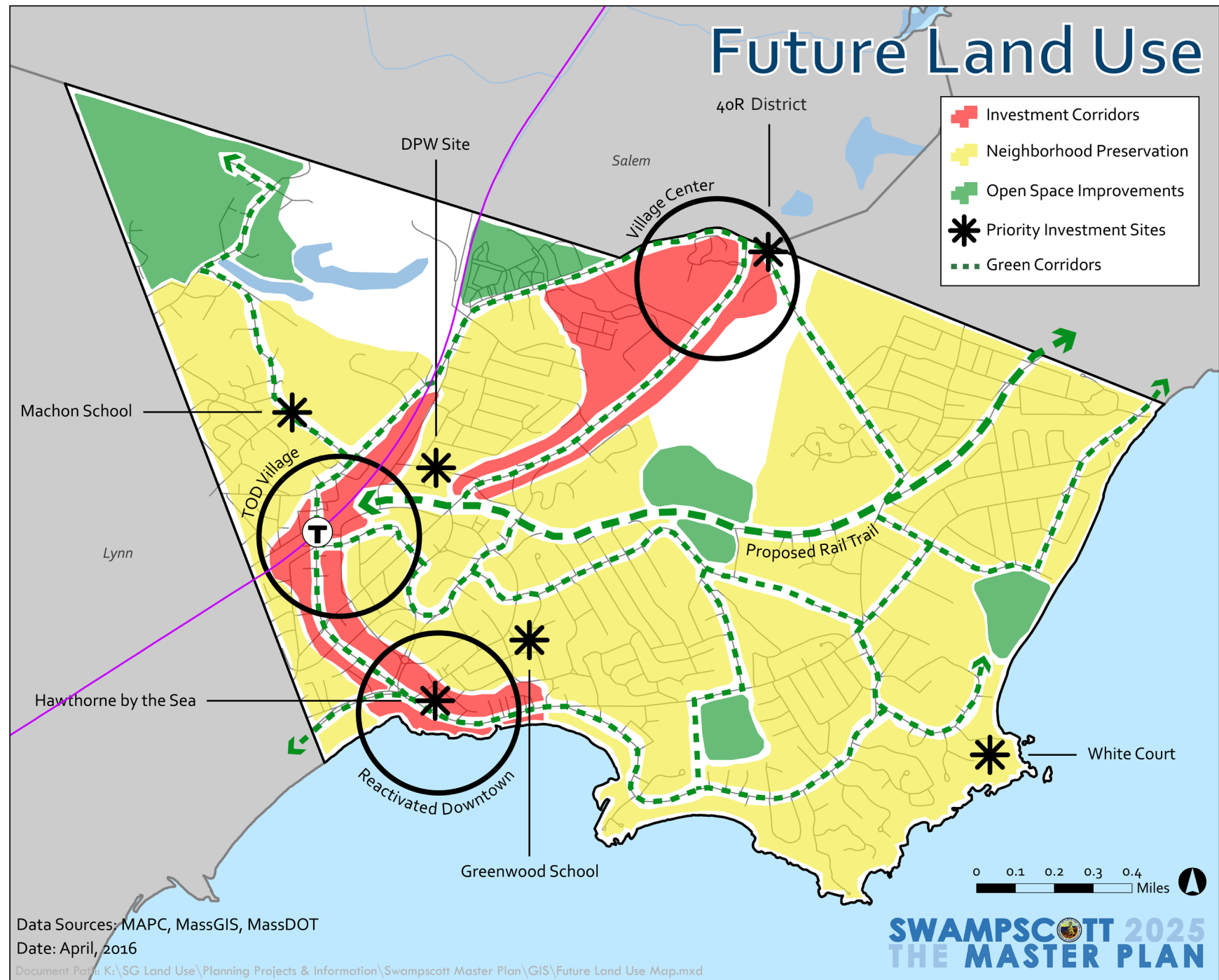
## Future Land Use

The future land use map or plan is not intended to provide a parcel by parcel land use assignment; rather it is intended to represent guidance towards future land development. Given that the majority of land uses will and should stay the same over the next 10-, 20-, 30-years and beyond (e.g. single family neighborhoods, historic districts), the majority of changes will occur in target areas.

## Investment Corridors

Investment corridors are existing areas in town, primarily used for commercial

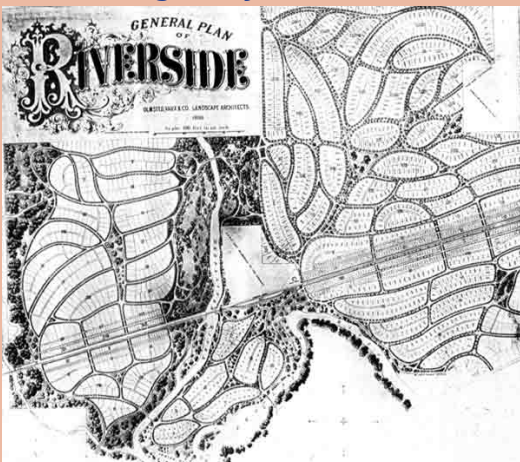
Map 27: Swampscott Future Land Use



## ***Olmsted's Garden Suburb***

Frederick Law Olmsted, Sr. is often considered as the father of American landscape architecture. His influence and legacy is seen in the numerous urban parks throughout the country including Manhattan's Central Park and Boston's Emerald Necklace system of green space. Olmsted also established the Garden Suburb movement for residential development design. The most distinctive feature of Olmsted's Garden Suburb is the curvilinear streets, designed to discourage high speed automobile cut-throughs. These neighborhoods are also located near transit to connect the suburban workforce to the inner city. Swampscott's Olmsted Historic District is an example of a Garden Suburb.

## ***Riverside, Illinois, the first Garden Suburb designed by Olmsted***



*Credit: Recivilization*

retail and office, industrial and or mixed use that hold the greatest potential for redevelopment. Land values per acre tend to be lower than in other areas of town, and in some cases, parcels are large enough to allow for transformative developments that would help the Town to meet the need for greater housing choice, create more walkable and accessible environments, and to concentrate new investment in a way that would allow for the preservation of existing residential areas.

### Neighborhood Preservation

The distinctive character of Swampscott's residential neighborhoods was shaped by the influence of Olmsted, its coastal setting, and maritime history. Preserving neighborhood character will be critical in ensuring that Swampscott remains an attractive town for future residents, businesses, and visitors.

### Infill Residential

Since Swampscott is an almost built-out community, infill, especially mixed-use, development will be a key strategy in increasing housing production. These opportunity sites are found primarily around the train station area, Vinnin Square, and along the Humphrey Street corridor.

## **Recommendations**

The following goals and potential strategies were presented at the Final Public Forum for Swampscott2025 in December 2015. Participants at the forum ranked the goals by using dot stickers to "vote" for those they thought were most critical. These goals are presented in the order of priority per the forum. All four goals are important but the ranking gives a sense of what resonates most with the community.

<b>Goal LU.1:</b> Revitalize Humphrey Street into a vibrant and attractive mixed-use commercial corridor.
<b>Strategy LU.1.1:</b> Implement the 2012 Downtown Vision and Action Plan. This 2012 plan provided a strong framework for the overall revitalization of Humphrey and Burrill Streets.
<b>Action LU.1.1.1:</b> Work with property owners of underutilized sites to encourage redevelopment.
<b>Action LU.1.1.2:</b> Prioritize roadways and streetscape improvements to make Humphrey Street more attractive and safe.
<b>Action LU.1.1.3:</b> Prepare for redevelopment potential of the Hawthorne by the Sea property by exploring acquisition options and ways to improve public access to the waterfront.
<b>Goal LU.2:</b> Establish a robust green network to improve quality of life, protect natural landscapes and amenities and improve connections.
<b>Strategy LU.2.1:</b> Establish a green corridor network.
<b>Action LU.2.1.1:</b> Secure necessary easements and implement conservation restrictions on proposed trail right of ways.
<b>Action LU.2.1.2:</b> Maintain and enhance Town open spaces, beaches and recreational facilities.
<b>Action LU.2.1.3:</b> Link the rail trail to existing recreation and open space amenities through improved pedestrian and bicycle connections and wayfinding signage.
<b>Goal LU.3:</b> Encourage mixed-use, walkable centers that enhance quality of life, provide greater housing options, and maximize value of undervalued land.
<b>Strategy LU.3.1:</b> Review and revise the Zoning Bylaw to remove barriers and create policy and financial incentives for desired development.
<b>Action LU.3.1.1:</b> Explore feasibility of adopting an overlay district in Vinnin Square to allow for a mix of uses as of right, particularly multi-family residential above retail, along with site plan and design standards that encourage a pedestrian-oriented village environment.
<b>Action LU.3.1.2:</b> Explore feasibility of 40R zoning or overlay district for the train station area to encourage a transit-oriented village around the Swampscott train depot with a mix of uses (retail and multifamily residential), and improved pedestrian and bicycle amenities.
<b>Action LU.3.1.3:</b> Explore other opportunities for 40R zoning.
<b>Action LU.3.1.4:</b> Explore use of special assessment districts or tax abatements to attract new investment to key growth areas: Humphrey Street, Vinnin Square, and the train station area.
<b>Goal LU.4:</b> Preserve the character of Swampscott's residential neighborhoods.
<b>Strategy LU.4.1:</b> Enforce existing codes and explore ways to improve the public realm.
<b>Action LU.4.1.1:</b> Prioritize maintenance of roadways and sidewalks.
<b>Action LU.4.1.2:</b> Identify opportunity areas for beautification efforts, such as lighting and signage.
<b>Action LU.4.1.3:</b> Investigate expansion of the Local Historic District to include additional areas of town to promote the historic preservation of the neighborhoods.
<b>Action 4.1.4:</b> Develop a detailed, form-based design guideline for future development and redevelopment.





# 11. IMPLEMENTATION

The success of *Swampscott 2025: The Master Plan* depends on the Town's commitment to follow through with implementation. Following completion of the Master Plan, these entities will be responsible for initiating plan implementation:

- **Planning Board:** Massachusetts General Law Chapter 41A Section 81D governs master plans and identifies planning boards as the entity responsible for initiating and updating community master plans, and for approving these plans at the local level. Moreover, members of the Swampscott Planning Board are elected officials. As such, the Planning Board will oversee plan implementation.
- **Board of Selectmen:** The Board of Selectmen has overall responsibility for making appointments to Town Boards and Committees and ensuring progress on the Town's goals.
- **Director of Community Development:** The Director of Community Development provides land use planning and procedural expertise to the Town and will continue to serve as the key point of contact to the Swampscott community for the Master Plan.

The Planning Board's primary tasks will be to develop action plans at 3-year intervals to ensure prioritization of plan goals, document progress, coordinate implementation processes that involve several parties, and ensure that the Master Plan remains a relevant guide for the town's future development and preservation. The Board will also advise on schedules for various projects; provide support to other Town boards and committees; and most importantly, continue to advocate for the importance of this long-term plan.

At a minimum, the Planning Board, Board of Selectmen, and Director of Community Development should meet every six months throughout the life of the plan, until development of the next master plan begins. This group should also aim to provide a report to the community on implementation progress, accomplishments, and amendments at least every six months.

## Timeline Symbols

**Near-term:** 1-3 years



**Mid-term:** 4-6 years



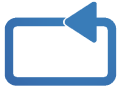




**Long-term:** 7+ years









**Ongoing**

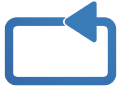









Task	Parties Responsible	Timeline
I. The Planning Board is charged with creating a 3-year action plan following the approval of this Master Plan. This 3-year plan will allow the Board to prioritize plan goals and take immediate action on plan implementation.	Planning Board	No more than 3 months following plan approval.
II. Meet every six months to advance plan goals and discuss implementation tactics, including local advocacy and securing funding sources.	Planning Board, Board of Selectmen, Dir. of Comm. Dev.	Every 6 months.
III. Review progress and develop a progress report every six months to update the community at-large on plan implementation.	Planning Board	Every 6 months or coinciding with Town Meeting.
IV. Advise Town boards, committees, and officials that have implementation roles and responsibilities.	Planning Board	Ongoing.
V. Coordinate with non-municipal partners including nonprofit organizations and businesses to implement plan priorities that would benefit from public-private partnership.	Planning Board, Dir. of Comm. Dev.	Ongoing.
VI. Continue to promote and distribute information about the Master Plan throughout the life of the plan.	Dir. of Comm. Dev.	Ongoing.
VII. Review and evaluate goals and strategies for relevance, recommending amendments as appropriate. Develop new 3-year action plan.	Planning Board, Dir. of Comm. Dev.	Every 3 years.
VIII. Recommend an approach and work plan to update the Master Plan as soon as 2025 and no later than 2030.	Planning Board, Board of Selectmen, Dir. of Comm. Dev.	Between 2025 and 2030.






Historic and Cultural Resources (HC)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal HC.1:</b> Enhance efforts to protect and maintain Swampscott's historic and cultural resources.			
	<b>Strategy HC.1.1:</b> Develop preservation and use strategies for Swampscott's existing National Register properties.			
Operational	<b>Action HC.1.1.1:</b> Hold regular meetings with HC, HDC, Director of Community Development, DPW, ZBA, and Planning Board to communicate current preservation efforts. Create opportunities for communication between these meetings.	Planning Department and Board, Public Works, Historical Commission, Historic District Commission, ZBA		
Policy	<b>Action HC.1.1.2:</b> Allow broad range of uses such as office and retail in historic structures in exchange for façade preservation easements.	Planning Department and Board, Public Works, Historical Commission, Historic District Commission, ZBA		
	<b>Strategy HC.1.2:</b> Improve relevant Town policies and communication between Town entities.			
Policy	<b>Action HC.1.2.1:</b> Review demolition delay bylaw and make updates to reduce loopholes, increase enforceability.	Historical Commission		Mass Historical Commission
Operational	<b>Action HC.1.2.2:</b> Increase communication and coordination with private groups such as the Historical Society and Andrews Chapel Restoration Committee.	Planning Department, Historical Commission		
	<b>Goal HC.2:</b> Increase local capacity to support and fund historical preservation efforts.			
	<b>Strategy HC.2.1:</b> Explore passage of the Community Preservation Act.			
Operational	<b>Action HC.2.1.1:</b> Engage with residents to build support of adoption of the CPA through community workshops or informational materials.	Board of Selectmen		MAPC, Community Preservation Coalition








Historic and Cultural Resources (HC)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Strategy HC.2.2:</b> Develop programs to draw attention to Swampscott's unique history, and to raise money to fund preservation projects.			
Operational	<b>Action HC.2.2.1:</b> Develop a house or architecture tour by foot and/or bicycle to promote Swampscott's distinctive residential character and history.	Historical Commission, Swampscott Cultural Council		Essex National Heritage Area, Lynn Area Chamber of Commerce, MA Office of Travel and Tourism
Operational	<b>Action HC.2.2.2:</b> Hold a Swampscott Heritage Day festival in the summer to celebrate Swampscott's history.	Historical Commission, Swampscott Cultural Council		
Operational	<b>Action HC.2.2.3:</b> Explore opportunities to bring on professional staff for Historical Commission, whether within town or shared with another town.	Historical Commission, Swampscott Cultural Council		
Operational Capital	<b>Action HC.2.2.4:</b> Restore and maintain historic archives with the goal of allowing public access.	Historical Commission		
	<b>Goal HC.3:</b> Promote Swampscott's historic resources to encourage greater preservation efforts and to attract visitors to town.			
	<b>Strategy HC.3.1:</b> Explore public-private partnerships to boost Annual Preservation Awards program and local preservation education efforts.			
Operational	<b>Action HC.3.1.1:</b> Engage with private partners to determine sponsorship opportunities	Historical Commission		Essex National Heritage Area, Lynn Area Chamber of Commerce, MA Office of Travel and Tourism
	<b>Strategy HC.3.2:</b> Create heritage tourism program highlighting Swampscott's unique resources.			
Operational	<b>Action HC.3.2.1:</b> Update Historical Commission webpage	Historical Commission		
Operational	<b>Action 3.2.2:</b> Leverage current history to bring attention to and preserve historic and cultural resources.	Historical Commission		Essex National Heritage Area, Lynn Area Chamber of Commerce, MA Office of Travel and Tourism





Open Space and Recreation (OS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
<b>Goal OS.1:</b> Implement the adopted 2013 Open Space and Recreation plan.				
Policy Operational Capital	<b>Action OS.1.1:</b> Track and evaluate progress of the Seven-Year Action Plan as detailed in the 2013 OSRP.	Open Space & Recreation Plan Committee		
Operational	<b>Action OS.1.2:</b> Update the OSRP in 2020.	Open Space & Recreation Plan Committee		
<b>Goal OS.2:</b> Establish a Green Corridor Network.				
<b>Strategy OS.2.1:</b> Identify corridor system to connect open spaces.				
Operational Capital	<b>Action OS.2.1.1:</b> Work with private abutters to acquire title or easement along potential green linkages.	Open Space & Recreation Plan Committee, Board of Selectmen, Rail Trail Implementation Committee		
Capital	<b>Action OS.2.1.2:</b> Improve public awareness of corridor network through signage and wayfinding.	Open Space & Recreation Plan Committee, Municipal Design Committee		
Capital	<b>Action OS.2.1.3:</b> Improve public access of corridor network through establishment or improvement of right-of-ways.	Open Space & Recreation Plan Committee, Department of Public Works		
<b>Strategy OS.2.2:</b> Establish the Swampscott rail trail.				
Operational	<b>Action OS.2.2.1:</b> Enlist the help of non-profit organizations such as the Rails to Trails Conservancy to work with private abutters along the proposed rail trail to address objection to the project.	Rail Trail Implementation Committee		Rails to Trails Conservancy







Open Space and Recreation (OS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal OS.3:</b> Identify and advocate for additional Open Space and Recreation funding.			
	<b>Strategy OS.3.1:</b> Explore passage of the Community Preservation Act.			
Operational	<b>Action OS.3.1.1:</b> Engage with residents to build support of adoption of the CPA through community workshops or informational materials.	Board of Selectmen		Community Preservation Coalition
	<b>Strategy OS.3.2:</b> Leverage State resources that Swampscott is eligible for.			
Operational Policy	<b>Action OS.3.2.1:</b> Explore and apply for grant opportunities for acquisition or technical assistance.	Board of Selectmen		Mass LAND and PARC grants, MAPC



Economic Development (ED)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal ED.1:</b> Maximize benefits of Swampscott's geographic location as a coastal community and public transportation access to Boston to attract new economic investment.			
	<b>Strategy ED.1.1:</b> Attract new investment in existing opportunities in local industries and properties.			
Operational Capital	<b>Action ED.1.1.2:</b> Establish financial incentives for redevelopment – multifamily residential, mixed use – along Humphrey Street, in Vinnin Square, and around the Swampscott train station where market opportunities are strongest. For example, tax increment financing (TIF) or density bonuses.	Planning Department and Board, Finance Committee, Board of Selectmen		
Operational Capital	<b>Action ED.1.1.3:</b> Establish financial incentives to attract businesses in key existing and emerging industries such as retail and tourism, such as tax increment financing and relocation bonuses.	Planning Department and Board, Finance Committee, Board of Selectmen		
Operational	<b>Action ED.1.1.4:</b> Conduct a market analysis to understand and capitalize on residential and commercial market conditions in key investment areas such as Vinnin Square, Humphrey Street, and the train station area.	Planning Department and Board		MAPC
Policy	<b>Action ED.1.1.5:</b> Make business development regulatory processes more friendly and transparent to better attract desired investment.	Planning Department and Board, Town Administrator		
Operational Capital	<b>Action ED.1.1.6:</b> Explore opportunities for development of a new hotel along the waterfront with conference and function facilities.	Planning Department and Board, Board of Selectmen, Harbor and Waterfront Advisory Committee		









Economic Development (ED)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Strategy ED.1.2:</b> Retain existing businesses in key industries, such as retail and tourism.			
Policy	<b>Action ED.1.2.1:</b> Establish a “Main Streets” type organization: a Downtown Swampscott Subcommittee within the Lynn Area Chamber of Commerce and/or a Humphrey Street Business Improvement District to market and generate funds for physical improvements along the waterfront.	Planning Department and Board, Board of Selectmen		Lynn Area Chamber of Commerce
Policy Operational Capital	<b>Action ED.1.2.2:</b> Establish a facade improvement program where small, competitive grants are given to small, local businesses to make cosmetic updates to storefronts.	Planning Department and Board, Finance Committee, Board of Selectmen		
Operational	<b>Action ED.1.2.3:</b> Organize workshops and technical assistance programs for downtown businesses.	Planning Department and Board		DHCD’s MA Downtown Initiative, Lynn Area Chamber of Commerce, MAPC
	<b>Goal ED.2:</b> Invest in the tourism industry with more amenities and programming year round.			
	<b>Strategy ED.2.1:</b> Promote existing cultural, open space and recreational amenities.			
Capital	<b>Action ED.2.1.1:</b> Make the town more navigable by installing wayfinding signage to the waterfront, train station, and natural and cultural resources.	Planning Department and Board, Department of Public Works, Harbor and Waterfront Advisory Committee, Municipal Design Committee		MA Downtown Initiative, Community Preservation Coalition
Capital	<b>Action ED.2.1.2:</b> Improve multi-modal connectivity between the commuter rail station, commercial areas, and open space through infrastructure improvements.	Planning Department and Board, Department of Public Works		MassWorks






Economic Development (ED)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal ED.3:</b> Attract more visitors and investments to Swampscott.			
	<b>Strategy ED.3.1:</b> Improve marketing of Swampscott locally and regionally.			
Operational	<b>Action ED.3.1.1:</b> Develop a comprehensive branding and marketing strategy for the Town of Swampscott to attract new visitors and businesses.	Planning Department, Municipal Design Committee, Communications Committee		MA Downtown Initiative
Operational	<b>Action ED.3.1.2:</b> Leverage relationships with economic development and tourism entities to promote Swampscott as both a tourist destination and a business-friendly community.	Planning Department		Essex National Heritage Area, Lynn Area Chamber of Commerce, MA Office of Travel and Tourism
	<b>Action ED.3.1.3 :</b> Involve residents and business owners on the design of wayfinding and signage throughout town.	Planning Department and Board, Communications Committee, Harbor and Waterfront Advisory Committee, Municipal Design Committee		
Operational	<b>Action ED.3.1.4:</b> Continue to hold and develop signature and pop-up events downtown and in the town's public open space to attract visitors year-round, such as festivals and movie nights.	Planning Department and Board, Communications Committee, Harbor and Waterfront Advisory Committee, Recreation Department, Open Space & Recreation Committee		Essex National Heritage Area, Lynn Area Chamber of Commerce, MA Office of Travel and Tourism



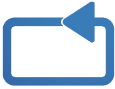



Economic Development (ED)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Strategy ED.3.2:</b> Improve the waterfront streetscape.			
Operational Capital	<b>Action ED.3.2.1:</b> Install pedestrian scale street lighting along Humphrey Street.	Department of Public Works, Planning Department and Board		MassWorks
Operational Capital	<b>Action ED.3.2.2:</b> Complete a street tree census and tree planning and replacement program along Humphrey Street.	Department of Public Works, Planning Department and Board		MassWorks
Operational Capital	<b>Action ED.3.2.3:</b> Incorporate low impact development features such as streetscape bio-retention that could add to street aesthetics.	Department of Public Works, Planning Department and Board		MassWorks
	<b>Strategy ED.3.3:</b> Improve physical and visual access to waterfront amenities.			
	<b>Action ED.3.3.1:</b> Improve beachfront access through well-designed signage and welcoming entry plazas.	Department of Public Works, Municipal Design Committee, Harbor and Waterfront Advisory Committee		
	<b>Action ED.3.3.2:</b> Encourage new developments along the waterfront - especially dining and lodging establishments - to consider incorporating visual access of the waterfront, such as roof decks or balconies.	Planning Department and Board		
	<b>Goal ED.4:</b> Build organizational capacity to advocate for continued revitalization and stronger growth in Swampscott's commercial areas.			
	<b>Strategy ED.4.1:</b> Improve communication and coordination between town entities.			
Operational	<b>Action ED.4.1.1:</b> Establish a Town Committee (or working group) charged with creating a more favorable economic development climate in Swampscott.	Board of Selectmen		


Economic Development (ED)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Policy	<b>Action ED.4.1.2:</b> Collaborate with adjacent communities to streamline land use policies and design standards, especially in Vinnin Square and along Humphrey Street.	Planning Department and Board, Board of Selectmen, Town Administrator		
Operational	<b>Action ED.4.1.3:</b> Hold regular business owner workshops to develop stronger lines of communication between Town Hall and businesses to better identify and respond to business needs and interests.	Planning Department and Board, Board of Selectmen, Town Administrator		









Housing (HS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal HS.1:</b> Create opportunities to develop a more diverse housing stock – affordable and market rate - to meet the needs of a changing population in the town.			
	<b>Strategy HS.1.1:</b> Create an Affordable Housing Trust to proactively plan and fund new affordable housing in Swampscott.			
Policy	<b>Action HS.1.1.1:</b> Town Meeting approval to create an Affordable Housing Trust.	Board of Selectmen		
Operational	<b>Action HS.1.1.2:</b> Identify funding mechanism for the Trust, such as inclusionary zoning fees, developer impact fees, tax increment funds, or consider passage of the Community Preservation Act (CPA).	Board of Selectmen		MassHousing, DHCD
	<b>Strategy HS.1.2:</b> Encourage mixed use development where already allowed to meet growing demand for smaller units in walkable areas. (E.g. Humphrey Street, Train Depot, Vinnin Square)			
Operational	<b>Action HS.1.2.1:</b> Meet with property owners and developers to encourage redevelopment.	Planning Department, Board of Selectmen		
	<b>Action HS.1.2.2:</b> Establish financial incentives for mixed use development, such as tax abatement programs or density bonuses.	Planning Department, Board of Selectmen		DHCD
	<b>Strategy HS.1.3:</b> Review and revise the Zoning Bylaw to remove barriers and create more incentives toward the production of affordable housing.			
Policy	<b>Action HS.1.3.1:</b> Adopt an inclusionary zoning bylaw that would require a percentage of units be deed-restricted affordable in larger developments.	Planning Department and Board		
Policy	<b>Action HS.1.3.2:</b> Explore other opportunities for 40R zoning, such as the train station area.	Planning Department		








Housing (HS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal HS.2:</b> Provide seniors and persons with disabilities with greater housing options in Swampscott.			
	<b>Strategy HS.2.1:</b> Include accessible and adaptable units in new developments.			
Policy	<b>Action HS.2.1.1:</b> Establish development incentives in zoning bylaw that would encourage production of accessible and adaptable units in new developments.	Board of Selectmen, Planning Department and Board, Disability Commission		MAPC
	<b>Strategy HS.2.2:</b> Support aging in place/community initiatives.			
Operational	<b>Action HS.2.2.1:</b> Encourage retrofits to support and assist with aging in place.	Planning Department and Board, Building Department, Disability Commission, Council on Aging		MAPC
Operational	<b>Action HS.2.2.2:</b> Promote existing State and regional programs that will assist with weatherization, rehabilitation, modifications and other home repairs.	Planning and Building Departments, Board of Selectmen		Mass Save
Operational Policy Capital	<b>Action HS.2.2.3:</b> Improve walkability in mixed-use areas that offer retail and transportation amenities and access to recreation.	Planning Department and Board, Disability Commission, Council on Aging, W Board of Selectmen		
	<b>Goal HS.3:</b> Identify sites that are most appropriate to accommodate Swampscott's projected growth in housing.			
	<b>Strategy HS.3.1:</b> Review opportunity sites for housing.			
Operational	<b>Action H.3.1.1:</b> Evaluate land value and build out potential for underutilized properties in priority development areas.	Planning Department and Board		
	<b>Strategy HS.3.2:</b> Return non-revenue producing sites to the tax rolls by encouraging housing reuse or redevelopment, following decision on the future use of existing elementary schools, or the construction of a new consolidated facility has been finalized.			







Housing (HS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Operational	<b>Action HS.3.2.1:</b> Complete RFP process on the vacant Machon School property.	Board of Selectmen		
	<b>Strategy HS.3.3:</b> Prioritize housing development – affordable and market rate – on sites identified through the Master Plan and Housing Production processes.			
Operational	<b>Action HS.3.3.1:</b> Meet with private property owners to encourage housing development.	Planning Department		
	<b>Goal HS.4:</b> Maintain and advance local capacity and advocacy efforts to achieve housing production goals.			
	<b>Strategy HS.4.1:</b> Ensure coordination between Town Boards and Committees to ensure housing needs are met.			
Operational	<b>Action HS.4.1.1:</b> Provide coordinated communication between Boards and Committees along with access to Housing Production Plan.	Planning Department		
Operational	<b>Action HS.4.1.2:</b> Provide an annual update to Boards and Committees regarding progress on housing needs.	Planning Department		
	<b>Strategy HS.4.2:</b> Educate and bring community awareness to housing issues and activities to better coordinate and gain support for new housing development in areas best suited for new unit creation.			
Operational	<b>Action HS.4.2.1:</b> Hold annual forums for the community to discuss current housing trends and needs and provide update on progress of housing developments.	Planning Board and Department		
	<b>Goal HS.5:</b> Identify funding sources and programs to assist the Town in meeting existing and future housing needs.			
	<b>Strategy HS.5.1:</b> Consider adoption of Community Preservation Act to support affordable housing creation (and Open Space and Recreation and Historic Preservation).			
Operational	<b>Action HS.5.1.1:</b> Assist any resident action groups with process questions to adopt the Community Preservation Act.	Planning Department		Community Preservation Coalition






Housing (HS)				
<u>Category</u>	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/ or funding opportunities)
	<b><u>Strategy HS.5.2:</u></b> Explore housing rehabilitation/modification and buy-down programs.			
	<b>Action HS.5.2.1:</b> Seek funding opportunities for rehabilitation and buy down programs, and seek out owners interested in participating in such programs.	Planning Department		
	<b><u>Strategy HS.5.3:</u></b> Identify grant funding sources that promote development of affordable housing.			
Operational	<b>Action HS.5.3.1:</b> Work with local/regional housing groups, DHCD, and MAPC for grand funding opportunities.	Planning Department		








Public Facilities and Services (PS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal PS.1:</b> Ensure Swampscott's facilities and services meet community needs.			
	<b>Strategy PS.1.1:</b> Explore near-term opportunities for reuse of Town-owned properties.			
Capital	<b>Action PS.1.1.1:</b> Explore potential of moving DPW's Paradise Road facility to another location to open up its current site for future investment. Should no additional location be identified, ensure planned upgrades to DPW facility occur by 2020.	Planning Department, Facilities Director, Public Works		
Policy Capital	<b>Action PS.1.1.2:</b> Develop community consensus on reuse of school facilities and renovate or build new facilities accordingly.	Planning Department and Board, Board of Selectmen, Facilities Director, School Board and Superintendent		
	<b>Strategy PS.1.2:</b> Plan for future reuse and expansion of Town-owned properties.			
Policy Operational	<b>Action PS.1.2.1:</b> Develop an action plan for public library renovation and improvements.	Public Library, Facilities Director		
Capital	<b>Action PS.1.2.2:</b> Ensure planned upgrades to fire department facilities.	Fire Department, Facilities Director		
Capital	<b>Action PS.1.2.3:</b> Strive for state-of-the-art facilities by exploring incorporation of new technologies and building techniques; incorporate these into renovations and new construction when feasible.	Facilities Director		
	<b>Strategy PS.1.3:</b> Improve efficiency and effectiveness of Town's operating processes.			
Capital Operational Policy	<b>Action PS.1.3.1:</b> Prioritize and implement recommendations from the 2016 Services Delivery and Opportunities Report.	Board of Selectmen, Town Administrator		








Public Facilities and Services (PS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Capital Operational Policy	<b>Action PS.1.3.2:</b> Evaluate implementation efforts to date on the 2008 Swampscott School Master Plan and determine next steps.	Town Administrator, Superintendent		
	<b>Goal PS.2:</b> Secure adequate resources for Swampscott's public services and facilities.			
	<b>Strategy PS.2.1:</b> Ensure adequate staffing for public services.			
Operational Capital	<b>Action PS.2.1.1:</b> Recruit a full-time detective with family services experience for the Swampscott Police Department.	Personnel Department		
Operational Capital	<b>Action PS.2.1.2:</b> Recruit a full-time circulation staff person for the Swampscott Public Library.	Personnel Department		
Operational Capital	<b>Action PS.2.1.3:</b> Provide additional custodial support to Swampscott Public Library.	Personnel Department		
Operational Capital	<b>Action PS.2.1.4:</b> Explore expansion of the Town's Information Technology Department or hiring of Information Technology staff dedicated to the police department.	Personnel Department, Town Administrator		
Operational	<b>Action PS.2.1.5:</b> Explore shared services, such as shared crime analysts, with other municipalities.	Fire and Police Departments		
	<b>Strategy PS.2.2:</b> Ensure adequate funding for public facilities and services as well as capacity to pursue state, federal, and private funding.			
Capital	<b>Action PS.2.2.1:</b> Increase funds allocated to the DPW to be more in line with other communities, so as to better maintain Swampscott's public facilities and infrastructure.	Board of Selectmen, Finance Committee		

Public Facilities and Services (PS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Capital	<b>Action PS.2.2.2:</b> Retain a Grant Writer consultant to support town staff.	Board of Selectmen		
	<b>Goal PS.3:</b> Ensure Swampscott's sewer and water infrastructure meets safety and environmental standards.			
	<b>Strategy PS.3.1:</b> Update and reinforce regulatory controls for water and sewer.			
Capital	<b>Action PS.3.1.1:</b> Make necessary upgrades to comply with EPA Consent Decree.	Public Works		
Capital	<b>Action PS.3.1.2:</b> Ensure adequate water and sewer capacity for new development projects.	Public Works		
	<b>Goal PS.4:</b> Enhance communication and improve transparency of town processes.			
	<b>Strategy PS.4.1:</b> Continue to disseminate information on town processes through all channels of communication.			
Operational	<b>Action PS.4.1.1:</b> Communicate capital improvement plans more widely/visibly.	Town Administrator, Communications Committee		
Operational	<b>Action PS.4.1.2:</b> Make updates to the Town website.	Technology Department, Communications Committee		
	<b>Strategy PS.4.2:</b> Increase coordination between Town committees and boards.			
Operational	<b>Action PS.4.2.2:</b> Improve Town capacity to regularly review Town real estate assets and potential acquisitions as well as to help ensure that plans for Town-owned assets are followed in a timely manner. Plan for coordination with Capital Improvement Committee.	Town Administrator, Capital Improvement Committee		






Public Facilities and Services (PS)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Operational	<b>Action PS.4.2.3:</b> Increase coordination between school district and town government; specifically ensuring open, transparent communication between School Committee and Board of Selectmen as well as between Superintendent and Town Administrator.	Town Administrator, Superintendent		
	<b>Goal PS.5:</b> Ensure utility of all Town-owned buildings.			
	<b>Strategy PS.5.1:</b> Sell or lease underutilized Town-owned buildings.			
Operational	<b>Action PS.5.1.1:</b> Explore leasing options for 89 Burrill Street, for example, space for non-profit arts and culture organizations.	Planning Department		
Operational	<b>Action PS.5.1.2:</b> Complete RFP process for Machon School, select developer, and sell property.	Planning Department		
Policy Operational	<b>Action PS.5.1.3:</b> Determine preservation feasibility of 71 Greenwood Avenue and communicate to residents. Revisit appropriate zoning and re-issue a request for proposals based on most up-to-date information.	Planning Department, Board of Selectmen		
Operational	<b>Action PS.5.1.4:</b> Ensure that any new plans for school consolidations or closures are accompanied by a corresponding plan for addressing vacated facilities.	Facilities Director, School Department		







Transportation and Circulation (TR)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal TR.1:</b> Construct the Swampscott Rail Trail.			
	<b>Strategy TR.1.1:</b> Prioritize accessibility of existing segments.			
Operational Capital	<b>Action TR.1.1.1:</b> Open all segments that have no issues/opposition as soon as is possible, even if it results in a disconnected system.	Rail Trail Implementation Committee, Department of Public Works		
O Capital	<b>Action TR.1.1.2:</b> Re-route trail areas with opposition and/or title issues by providing on-street bicycle lanes temporarily until the trail can be opened.	Rail Trail Implementation Committee, Department of Public Works		
	<b>Strategy TR.1.2:</b> Build community support for the Swampscott Rail Trail.			
Operational	<b>Action TR.1.2.1:</b> Promote the benefits of having passive recreational amenities in Swampscott, especially the proposed rail trail.	Open Space & Recreation Plan Committee, Rail Trail Implementation Committee		Rails to Trails Conservancy
Operational	<b>Action TR.1.2.2:</b> Leverage resources from volunteers and non-profit organizations or sponsorship from local businesses to maintain segments of the proposed rail trail that are currently accessible to the public.	Rail Trail Implementation Committee		
	<b>Goal TR.2:</b> Improve access for all users.			
	<b>Strategy TR.2.1:</b> Improve bicyclist and pedestrian safety.			
Capital	<b>Action TR.2.1.1:</b> Increase visibility and shorten crossing distance for pedestrians by installing curb extensions.	Planning Department, Public Works		







Transportation and Circulation (TR)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Capital	<b>Action TR.2.1.2:</b> Slow vehicle speeds by decreasing vehicle lane widths and adding bicycle lanes.	Planning Department, Public Works		
Policy	<b>Action TR.2.1.3:</b> Discourage cyclists from riding sidewalks to improve pedestrian experience.	Planning Department, Public Works		
Capital	<b>Action TR.2.1.4:</b> Install bicycle racks near the business district and beaches.	Planning Department, Public Works		MAPC
Capital	<b>Action TR.2.1.5:</b> Remove one or two parking spaces to create a small “parklet” on Humphrey Street with landscaping and places to sit.	Planning Department, Public Works		
Capital	<b>Action TR.2.1.6:</b> Coordinate roadway improvements with other placemaking and beautification initiatives intended to create a more attractive and inviting public realm.	Planning Department, Public Works		
Policy	<b>Action TR.2.1.7:</b> Develop a Bicycle and Pedestrian Plan to outline specific improvements town-wide and incorporate accessibility for all.	Planning Department		MAPC
Capital	<b>Action TR.2.1.8:</b> Coordinate with Public Works to incorporate bicycle facilities such as bicycle lanes or sharrows into future repaving projects.	Planning Department, Public Works		









Transportation and Circulation (TR)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Strategy TR.2.2:</b> Adopt a Complete Streets Policy.			
Policy	<b>Action TR.2.2.1:</b> Work with the Metropolitan Area Planning Council (MAPC) to adopt a Complete Streets policy – roads that cater to all users including automobile, transit, pedestrian and bicyclists – tailored to the needs of the town. Passing a Complete Streets bylaw will make the town eligible to receive funds from the state for roadway safety improvements.	Planning Department, Board of Selectmen	<div><div></div><div></div><div></div></div>	MAPC, MassDOT
	<b>Goal TR.3:</b> Improve connection between Commuter Rail station, Humphrey Street, and beaches.			
	<b>Strategy TR.3.1:</b> Improve the pedestrian experience between the commuter rail station and local destinations.			
Capital	<b>Action TR.3.1.1:</b> Ensure that pedestrian connections to and from the station are well maintained.	Planning Department, Public Works	<div><div></div><div></div><div></div></div>	MA Downtown Initiative, Community Compact
Capital	<b>Action TR.3.1.2:</b> Greet visitors at the station with directional signage and walking times to popular destinations such as the Humphrey Street business district and public beaches.	Planning Department, Public Works, Municipal Design Committee	<div><div></div><div></div><div></div></div>	
Capital	<b>Action TR.3.1.3:</b> Increase safety for cyclists on Burrill Street by painting “sharrows” to identify shared lanes, and post “Share the Road” signs.	Planning Department, Public Works	<div><div></div><div></div><div></div></div>	
	<b>Goal TR.4:</b> Understand and address local parking challenges.			
	<b>Strategy TR.4.1:</b> Commission a Parking Study for Humphrey Street and the Commuter Rail Station.			
Operational	<b>Action TR.4.1.1:</b> Detail existing parking capacity and usage during a weekday and Saturday.	Planning Department	<div><div></div><div></div><div></div></div>	MAPC







Transportation and Circulation (TR)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Policy Operational	<b>Action TR.4.1.2:</b> Develop parking management strategies to solve problems such as commuter parking in residential neighborhoods, and lack of turnover in business districts.	Planning Department and Board, Traffic Study Committee		
<b>Goal TR.5:</b> Improve pedestrian environment in Vinnin Square.				
<b>Strategy TR.5.1:</b> Revisit past and/or commission new plans or studies for the Vinnin Square area.				
Policy Operational	<b>Action TR.5.1.1:</b> Develop a vision and action plan for Vinnin Square to engage both citizens and business owners, with a focus on pedestrian safety.	Planning Department		MassWorks, MAPC, MassDOT
Operational	<b>Action TR.5.1.2:</b> Utilize results from the MassDOT Road Safety Audit completed in August 2015 to identify improvements that the Town can make for pedestrians and cyclists.	Planning Department, Public Works, Board of Selectmen		
Operational	<b>Action TR.5.1.3:</b> Work closely with the owners of Vinnin Square/Swampscott Mall to provide safe access from public space on Paradise Road to the retail stores, especially to/from bus stops.	Planning Department, Board of Selectmen		
<b>Goal TR.6:</b> Increase funding for Local Transportation Improvements.				
<b>Strategy TR.6.1:</b> Leverage state and federal resources.				
Operational	<b>Action TR.6.1.1:</b> Engage in the Long Range Transportation Plan and Transportation Improvement Program for technical assistance and funding on transportation projects.	Planning Department		MassDOT, MAPC











Transportation and Circulation (TR)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Strategy TR.6.2:</b> Explore alternatives uses of local revenue stream.			
Capital	<b>Action TR.6.2.1:</b> Increase the amount of the Town's revenue that is distributed to the Public Works Department to allow for a proactive planning approach.	Board of Selectmen, Finance Committee		
Policy	<b>Action TR.6.2.2:</b> Create a capital improvement plan for the next five years to identify roadways that need repaving or restriping, and major signal or intersection improvement projects that need to occur.	Board of Selectmen, Capital Improvement Committee		
	<b>Goal TR.7:</b> Increase transit amenities to encourage transit ridership.			
	<b>Strategy TR.7.1:</b> Improve the experience for transit users.			
Capital	<b>Action TR.7.1.1:</b> Provide bus shelters, lighting, benches, and safe pedestrian crossings at or near major bus stops.	Public Works		MassDOT
Capital	<b>Action TR.7.1.2:</b> Improve conditions at the commuter rail station, including benches and an indoor space to protect passengers from high temperatures in the summer and the harsh cold in the winter.	Public Works		MassDOT
Operational	<b>Action TR.7.1.3:</b> Explore opportunities to redevelop the Swampscott Depot building.	Board of Selectmen, Planning Department and Board		




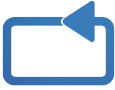
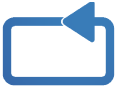
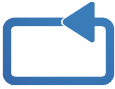



Sustainability: Energy (EG)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal EG.1:</b> Reduce municipal sector energy use by 20% in accordance with the Energy Reduction Plan.			
	<b>Strategy EG.1.1:</b> Take proactive steps in monitoring energy use and maintenance of energy systems.			
Operational	<b>Action EG.1.1.1:</b> Identify and resolve discrepancies with Mass Energy Insight (MEI, a free energy tracking tool) to track town energy usage more effectively.	Renewable Energy Committee		
Operational Capital	<b>Action EG.1.1.2:</b> Conduct inventory assessment of all elements of HVAC systems.	Facilities Director		
Operational Capital	<b>Action EG.1.1.3:</b> Identify and fill facilities staffing needs to perform preventative maintenance.	Facilities Director		
	<b>Strategy EG.1.2:</b> Reduce energy use at Swampscott public schools, the largest energy users in the municipal sector.			
Policy Operational	<b>Action EG.1.2.1:</b> Set summer air-conditioning use policy for High School and consider adding a separate air-conditioning fee to rental fees.	Facilities Director, Renewable Energy Committee, School Department		
Capital	<b>Action EG.1.2.2:</b> Make capital improvements, such as retrofitting lighting with LED lighting; repairing enthalpy controls; installing a carbon dioxide sensor that would make indoor/outdoor air exchange more cost-effective; and installing an energy management system for scheduling HVAC system usage at the Middle School.	Facilities Director, Renewable Energy Committee, School Department		
Policy Capital	<b>Action EG.1.2.3:</b> Conduct studies of energy use at Stanley and Clarke Schools to develop strategies to reduce Energy Use Intensity (EUI).	Facilities Director, Renewable Energy Committee		






Sustainability: Energy (EG)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Operational	<b>Action EG.1.2.4:</b> Consolidate school operations to one location during the summer season.	Facilities Director, School Department		
	<b>Strategy EG.1.3:</b> Implement student-led energy reduction programs in Swampscott schools.			
Operational	<b>Action EG.1.3.1:</b> Involve students in organizing and implementing behavior-based energy reduction strategies such as promoting turning off of lights and school equipment.	Renewable Energy Committee, School Committee, Facilities Director		
Operational	<b>Action EG.1.3.2:</b> Continue to evaluate solar roof and parking lot canopy feasibility at Middle School.	Renewable Energy Committee, School Committee		
	<b>Strategy EG.1.4:</b> Retrofit or install Town equipment to use more energy efficient technologies, where possible.			
Capital	<b>Action EG.1.4.1:</b> Retrofit street and outdoor lighting with LEDs.	Public Works, Planning Department		MAPC
Capital	<b>Action EG.1.4.2:</b> Retrofit cargo vans with hybrid engines.	Public Works, Renewable Energy Committee		MAPC
Capital	<b>Action EG.1.4.3:</b> Install anti-idling technologies to the Town's emergency fleet.	Fire and Police Departments, Renewable Energy Committee		
Operational	<b>Action EG.1.4.4:</b> Reassess Forest Avenue wind turbine feasibility.	Renewable Energy Committee		
Operational	<b>Action EG.1.4.5:</b> Continue to evaluate emerging renewable or more efficient energy technologies for Town properties and equipment.	Renewable Energy Committee		







Sustainability: Energy (EG)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Strategy EG.1.5:</b> Continue to seek funding and technical assistance opportunities to implement energy-related strategies.			
Operational	<b>Action EG.1.5.1:</b> Take advantage of technical assistance and financial incentives from Mass Save's New Construction Program for all new construction of municipal buildings.	Renewable Energy Committee, Facilities Director		
Operational	<b>Action EG.1.5.2:</b> Apply for Green Communities annual grants as a major source of funding for municipal sector energy efficiency projects.	Renewable Energy Committee		
Operational Capital	<b>Action EG.1.5.3:</b> Evaluate feasibility of a municipal energy efficiency revolving fund.	Renewable Energy Committee		
Operational	<b>Action EG.1.5.4:</b> Seek opportunities for additional municipal electricity contracts by purchasing more MA Class I Renewable Energy Credits (RECs) or committing to long term contract with a renewable energy developer.	Renewable Energy Committee, Town Administrator		
	<b>Goal EG.2:</b> Reduce commercial and residential sector energy use.			
	<b>Strategy EG.2.1:</b> Promote benefits of energy use reduction.			
Operational	<b>Action EG.2.1.1:</b> Promote Mass Save New Construction Program to private developers.	Renewable Energy Committee, Building Department, Planning Department		
Operational	<b>Action 2.1.2:</b> Promote Mass Save energy audits and conversion of oil-heated homes to natural gas or electric heat pumps to homeowners as part of the town's Big Blue Energy Initiative.	Renewable Energy Committee		









Sustainability: Energy (EG)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Operational	<b>Action 2.1.3:</b> Make annual data request for usage and efficiency from National Grid to track progress.	Renewable Energy Committee		
Operational	<b>Action 2.1.4:</b> Connect residents and business to innovative clean energy programs and services such as online solar marketplace or shared solar opportunities.	Renewable Energy Committee		
<b>Goal EG.3:</b> Reduce municipal and non-municipal greenhouse gas emissions.				
<b>Strategy EG.3.1:</b> Establish municipal greenhouse gas emissions baseline.				
Operational	<b>Action EG.3.1.1:</b> Establish scope of emissions baseline.	Renewable Energy Committee		
Operational	<b>Action EG.3.1.2:</b> Acquire relevant data from all town departments.	Renewable Energy Committee, DPW, School Dept., Health Dept.		Utility Bills, department records
Operational	<b>Action EG.3.1.3:</b> Analyze and consolidate data to develop accurate emissions baseline.	Renewable Energy Committee		
Operational	<b>Action EG.3.1.4:</b> Communicate baseline to Board of Selectmen, Town Meeting and community at large.	Renewable Energy Committee		
<b>Strategy EG.3.2:</b> Establish municipal greenhouse gas emissions reductions goal.				
Operational	<b>Action EG.3.2.1:</b> Use Municipal emissions baseline to inform reductions goals.	Renewable Energy Committee		
Operational	<b>Action EG.3.2.2:</b> Research and, if appropriate, align goals with either state, national or global benchmarks.	Renewable Energy Committee		MA Global Warming Solutions Act (GWSA), City of Somerville GHG Reduction Plan, Paris COP21 Agreement



Sustainability: Energy (EG)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Operational	<b>Action EG.3.2.3:</b> Create short, mid and long term reductions goals.	Renewable Energy Committee, Board of Selectmen, DPW, School Dept., Health Dept.		MA GWSA, Somerville GHG Reduction Plan
Operational	<b>Action EG.3.2.4:</b> Create action plan and performance metrics to achieve goals.	Renewable Energy Committee, DPW, School Dept.		MAPC, Clean Energy Division, Somerville GHG Reduction Plan
Operational Policy	<b>Action EG.3.2.5:</b> Promote adoption of goals by Board of Selectmen and Town Meeting.	Renewable Energy Committee		
Operational	<b>Action EG.3.2.6:</b> Calculate Greenhouse Gas reduction equivalents to energy reduction actions described in Goal EG.1 as well as other reductions actions in the Master Plan.	Renewable Energy Committee		
Operational	<b>Action EG.3.2.7:</b> Explore reductions opportunities above and beyond actions described in Goal EG.1.	Renewable Energy Committee		
Operational	<b>Action EG.3.2.8:</b> Implement actions (discovered above) to reduce greenhouse gas emissions.	Renewable Energy Committee, DPW, School Dept., Health Dept.		
	<b>Strategy EG.3.3:</b> Establish non-municipal (residential, commercial, industrial) greenhouse gas emissions baseline.			
Operational	<b>Action EG.3.3.1:</b> Acquire funds to develop comprehensive emissions baseline.	Renewable Energy Committee		MAPC, DOER
Operational	<b>Action EG.3.3.2:</b> Develop comprehensive emissions baseline.	Renewable Energy Committee		Utility Data, MAPC demographic data
Operational	<b>Action EG.3.3.3:</b> Create outreach/ awareness campaign to inform residents of the emissions baseline.	Renewable Energy Committee		







Sustainability: Energy (EG)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Strategy EG.3.4:</b> Establish residential greenhouse gas emissions reductions goal.			
Operational	<b>Action EG.3.4.1:</b> Create short, mid and long term reductions goals.	Renewable Energy Committee		MA GWSA, City of Somerville GHG Reduction Plan
Operational	<b>Action EG.3.4.2:</b> Research and, if appropriate, align goals with state, national and global benchmarks.	Renewable Energy Committee		MA GWSA, City of Somerville GHG Reduction Plan, Paris COP21 Agreement
Operational	<b>Action EG.3.4.3:</b> Explore reductions opportunities above and beyond actions described in Goal EG.1.			
Operational	<b>Action EG.3.4.4:</b> Attach greenhouse gas reduction equivalents to energy reduction actions described in Goal EG.2 as well as other reductions actions in the Master Plan.	Renewable Energy Committee		
Operational	<b>Action EG.3.4.5:</b> Create action plan and performance metrics to achieve goals.	Renewable Energy Committee		




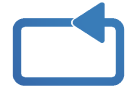
Sustainability: Hazard Mitigation (HM)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal HM.1:</b> Prepare for the impacts of sea level rise.			
	<b>Strategy HM.1.1:</b> Refine and update storm surge models.			
Operational	<b>Action HM.1.1.1:</b> Refine and update sea level and storm surge models from 2030 and 2070 based on new data from MassDOT to update local flooding risk.	Harbor and Waterfront Advisory Committee, Conservation Commission		Coastal Zone Management
Operational	<b>Action HM.1.1.2:</b> Model potential storm surge impact of breakwaters using new data from MassDOT.	Harbor and Waterfront Advisory Committee, Conservation Commission		Coastal Zone Management
	<b>Strategy HM.1.2:</b> Implement high priority flooding measure from Hazard Mitigation Plan.			
Capital	<b>Action HM.1.2.1:</b> Complete Preston Beach seawall and outfalls upgrade.	Public Works, Harbor and Waterfront Advisory Committee		
Capital	<b>Action HM.1.2.2:</b> Install new pump station and extend drainage outfall at the intersection of Shepard Avenue and Ocean Avenue to pump down Palmer Pond during times of high storm surge.	Public Works, Harbor and Waterfront Advisory Committee		
Capital	<b>Action HM.1.2.3:</b> Identify where utility lines, drainage outfalls and houses can be elevated above flooding areas along Puritan Road between Lincoln House Point and Smith Lane.	Public Works, Harbor and Waterfront Advisory Committee		
Capital	<b>Action HM.1.2.4:</b> Identify where utility lines and drainage outfalls can be elevated near the access road to the Fish House on Humphrey Street as storm surge backs up into storm drain outfalls in this area during storms and times of high coastal storm surge.	Public Works, Harbor and Waterfront Advisory Committee		





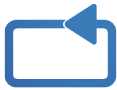

Sustainability: Hazard Mitigation (HM)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Capital	<b>Action HM.1.2.5:</b> Evaluate King's Beach storm surge flooding of beach outfall and identify solutions.	Public Works, Harbor and Waterfront Advisory Committee		
	<b>Strategy HM.1.3:</b> Pursue conservation easement for Sculpin Way.			
Operational Capital	<b>Action HM.1.3.1:</b> Investigate the possibility of securing a conservation easement on land surrounding Sculpin Way to minimize flooding in the area.	Public Works, Conservation Commission		
	<b>Goal HM.2:</b> Prevent and minimize the impacts of water pollution.			
	<b>Strategy HM.2.1:</b> Improve stormwater management.			
Policy	<b>Action HM.2.1.1:</b> Lower minimum acreage of 1 acre for stormwater management bylaws.	Public Works		
Policy	<b>Action HM.2.1.2:</b> Evaluate the feasibility of implementing a stormwater management fee to connect to the Town's municipal separate storm sewer system (MS4).	Public Works		
Operational	<b>Action HM.2.1.3:</b> Identify opportunities for low impact development procedures for municipal projects especially in areas prone to flooding.	Public Works		
	<b>Strategy HM.2.2:</b> Improve pumpout waste management.			
Operational	<b>Action HM.2.2.1:</b> Extend hours of public restroom at marina to reduce illicit pumpouts.	Public Works, Harbor and Waterfront Advisory Committee, Harbormaster		

Sustainability: Hazard Mitigation (HM)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
Operational	<b>Action HM.2.2.2:</b> Evaluate feasibility of a regional approach to boat pumpout waste management to reduce contamination from fecal coliform.	Public Works, Harbor and Waterfront Advisory Committee, Harbormaster		
	<b>Goal HM.3:</b> Reduce local heat impacts.			
	<b>Strategy HM.3.1:</b> Target reduction of heat impacts.			
Operational Capital	Action HM.3.1.1: Investigate solar canopies and tree planting as heat reduction techniques, especially at parking lots.	Renewable Energy Committee, Public Works		

Land Use and Zoning (LU)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal LU.1:</b> Revitalize Humphrey Street into a vibrant and attractive mixed-use commercial corridor.			
	<b>Strategy LU.1.1:</b> Implement the 2012 Downtown Vision and Action Plan. This 2012 plan provided a strong framework for the overall revitalization of Humphrey and Burrill Streets.			
Operational	<b>Action LU.1.1.1:</b> Work with property owners of underutilized sites to encourage redevelopment.	Planning Department and Board, Board of Selectmen		
Capital	<b>Action LU.1.1.2:</b> Prioritize roadways and streetscape improvements to make Humphrey Street more attractive and safe.	Planning Department, Public Works, Capital Improvement Committee		MassWorks
Operational	<b>Action LU.1.1.3:</b> Prepare for redevelopment potential of the Hawthorne by the Sea property by exploring acquisition options and ways to improve public access to the waterfront.	Planning Department and Board, Waterfront and Harbor Advisory Committee		
	<b>Goal LU.2:</b> Establish a robust green network to improve quality of life, protect natural landscapes and amenities and improve connections.			
	<b>Strategy LU.2.1:</b> Establish a green corridor network.			
Capital	<b>Action LU.2.1.1:</b> Secure necessary easements and implement conservation restrictions on proposed trail right of ways.	Rail Trail Implementation Committee, Planning Department and Board		Rails to Trails Conservancy
Capital	<b>Action LU.2.1.2:</b> Maintain and enhance Town open spaces, beaches and recreational facilities.	Open Space & Recreation Plan Committee, Public Works		PARC Grant
Capital	<b>Action LU.2.1.3:</b> Link the rail trail to existing recreation and open space amenities through improved pedestrian and bicycle connections and wayfinding signage.	Open Space & Recreation Plan Committee, Public Works, Municipal Design Committee		MA Downtown Initiative

Land Use and Zoning (LU)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal LU.3:</b> Encourage mixed-use, walkable centers that enhance quality of life, provide greater housing options, and maximize value of undervalued land.			
	<b>Strategy LU.3.1:</b> Review and revise the Zoning Bylaw to remove barriers and create policy and financial incentives for desired development.			
Policy	<b>Action LU.3.1.1:</b> Evaluate feasibility of adopting an overlay district in Vinnin Square to allow for a mix of uses as of right, particularly multi-family residential above retail, along with site plan and design standards that encourage a pedestrian-oriented village environment.	Planning Department and Board		MAPC
Policy	<b>Action LU.3.1.2:</b> Evaluate feasibility of 40R zoning or overlay district for the train station area to encourage a transit-oriented village around the Swampscott train depot with a mix of uses (retail and multifamily residential), and improved pedestrian and bicycle amenities.	Planning Department and Board		MAPC
Policy	<b>Action LU.3.1.3:</b> Explore other opportunities for 40R zoning.	Planning Department and Board		MAPC
Policy	<b>Action LU.3.1.4:</b> Explore use of special assessment districts or tax abatements to attract new investment to key growth areas: Humphrey Street, Vinnin Square, and the train station area.	Planning Department and Board, Board of Selectmen, Finance Committee		



Land Use and Zoning (LU)				
Category	Goal/Strategy/Action	Parties Responsible	Timeline	Potential Resources (Technical assistance and/or funding opportunities)
	<b>Goal LU.4:</b> Preserve the character of Swampscott's residential neighborhoods.			
	<b>Strategy LU.4.1:</b> Enforce existing codes and explore ways to improve the public realm.			
Capital Operational	<b>Action LU.4.1.1:</b> Prioritize maintenance of roadways and sidewalks.	Planning Department, Public Works, Finance Committee, Capital Improvement Committee		MassWorks
Capital	<b>Action LU.4.1.2:</b> Identify opportunity areas for beautification efforts, such as lighting and signage.	Public Works, Municipal Design Committee, Capital Improvement Committee		Community Preservation Act Funds
Policy	<b>Action 4.1.3:</b> Investigate expansion of the Local Historic District to include additional areas of town to promote the historic preservation of the neighborhoods.	Historic District Commission		Mass Historical Commission
Operational	<b>Action 4.1.4:</b> Develop a detailed, form-based design guideline for future development and redevelopment.	Planning Department, Municipal Design Committee		MAPC

1. Swampscott 1993 Narrative History
2. Open Space and Recreation Plan 2013
3. Open Space and Recreation Plan 2013
4. Open Space and Recreation Plan 2013
5. Swampscott 1993 Narrative History
6. Open Space and Recreation Plan 2013
7. Open Space and Recreation Plan, 15.
8. [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMA\\_WebDocs/about?textPage=1](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMA_WebDocs/about?textPage=1), Swampscott Narrative History, Wikipedia
9. Swampscott Local Historic Districts Brochure
10. Swampscott Local Historic District Brochure
11. Swampscott Historic District Study Committee bylaw proposal to Massachusetts Historical Commission, February 28, 2014
12. <http://www.nps.gov/nr/faq.htm>
13. Swampscott Open Space and Recreation Plan, 2013, 56-57.
14. [https://en.wikipedia.org/wiki/Swampscott\\_Cemetery](https://en.wikipedia.org/wiki/Swampscott_Cemetery)
15. [http://www.salemnews.com/news/local-news/andrews-chapel-restoration-effort-given-much-needed-donation/article\\_515b4113-b37f-5d6f-97b5-e538da17af34.html](http://www.salemnews.com/news/local-news/andrews-chapel-restoration-effort-given-much-needed-donation/article_515b4113-b37f-5d6f-97b5-e538da17af34.html), <http://patch.com/massachusetts/swampscott/swampscotts-andrews-chapel-restoration-moving-forward-o>
16. Swampscott Local Historic District Brochure
17. <http://www.nps.gov/nhl/>
18. <http://www.essexheritage.org/attractions/elihu-thomson-house>
19. Swampscott Reconnaissance Report, Open Space and Recreation Plan
20. Swampscott Reconnaissance Report, Open Space and Recreation Plan
21. <http://northofboston-jimo.blogspot.com/2012/04/day-they-took-captain-jacks-down-and.html>, [http://www.itemlive.com/news/swampscott-landmark-razed-for-condo-project/article\\_c4084c90-fb78-549f-813b-68cde284848a.html](http://www.itemlive.com/news/swampscott-landmark-razed-for-condo-project/article_c4084c90-fb78-549f-813b-68cde284848a.html)
22. Swampscott Reconnaissance Report page 6
23. Open Space and Recreation Plan, page 56, Swampscott Reconnaissance Report page 7, information from Town (re: closure of college and pending sale)
24. <https://www.longyear.org/>
25. Swampscott Local Historic Districts Brochure
26. Swampscott Local Historic Districts Brochure
27. Swampscott Local Historic Districts Brochure
28. [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMA\\_BComm/cultural](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMA_BComm/cultural)
29. <http://www.mass-culture.org/swampscott>
30. [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMA\\_MDC/index](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMA_MDC/index)
31. [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMA\\_BComm/openspacecom](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMA_BComm/openspacecom)
32. <https://www.facebook.com/theswampscotthistoricalsociety>
33. <http://www.essexheritage.org/>
34. <http://www.sec.state.ma.us/mhc/mhcbout.htm>
35. <http://www.sec.state.ma.us/mhc/mhclearn.htm>
36. <http://mhc-macris.net/>

37. <http://www.sec.state.ma.us/mhc/mhcpdf/townreports/Essex/swa.pdf>
38. [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMABComm/historical](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMABComm/historical)
39. <http://www.swampscottlibrary.org/local-history/>
40. <http://www.preservationnation.org/>
41. <http://www.communitypreservation.org/content/cpa-overview>
42. MassDFW's "Rare Species by Town"
43. <https://swampscottopenspace.wordpress.com/2015/02/10/whats-going-on-in-howland-park/>
44. <http://patch.com/massachusetts/swampscott/voters-approve-artificial-turf-blockside-field-o>
45. Recreation Department responsible, however input is received from Recreation Commission
46. [http://www.itemlive.com/news/swampscott-plans-grand-opening-for-renovated-park/article\\_8c7abcoa-f034-11e3-88fd-001a4bcf887a.html](http://www.itemlive.com/news/swampscott-plans-grand-opening-for-renovated-park/article_8c7abcoa-f034-11e3-88fd-001a4bcf887a.html)
47. <http://www.mass.gov/eea/grants-and-tech-assistance/grants-and-loans/dcs/grant-programs/massachusetts-parkland-acquisitions-and.html>
48. <http://www.mass.gov/eea/grants-and-tech-assistance/grants-and-loans/dcs/grant-programs/massachusetts-local-acquisitions-for-natural.html>
49. <http://www.communitypreservation.org/content/cpa-overview>
50. [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMAPlanning/Swampscott20131204OSRPFinalDraft.pdf](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMAPlanning/Swampscott20131204OSRPFinalDraft.pdf)
51. A Workforce Investment Area is a regional entity that is responsible for implementing the Workforce Investment Act of 1998. See <http://www.doleta.gov/usworkforce/wia/Runningtext.cfm>
52. Proposition 2 ½ is a Massachusetts statute that limits annual property tax assessment increases in municipalities to 2.5%.
53. Chapter 40B is a state statute that enables local Zoning Boards of Appeals to override local zoning and approve affordable housing developments that have at least 20-25% of the units under long-term affordability restrictions, given that the municipality has not achieved statutory minima for affordable housing units.
54. Note that Nahant high school students attend school in Swampscott.
55. <http://aspe.hhs.gov/poverty/15poverty.cfm>
56. Overlays portions of the A-3 and B-1 districts. See land use designations in those districts for the underlying zoning regulations.
57. Fewer than 6 units.
58. More than 6 units.
59. Town Charter Section 7-1
60. Broken link for "Design Selection Committee" – likely a former committee or the Municipal Design Committee
61. FY15 Budget Highlights
62. Interview with Gino Cresta, DPW, and Pete Kane, Planning, July 9, 2015
63. FY16 Budget
64. <http://marblehead.wickedlocal.com/article/20150806/NEWS/150807633>
65. Cross-referenced in town-owned building section later
66. Interviews with Gino Cresta 7/9 and 9/28
67. <http://www.mwra.state.ma.us/annual/waterreport/2012results/metro/swampscott.pdf>
68. [http://www.itemlive.com/news/feds-don-t-love-swampscott-s-dirty-water/article\\_424557ce-60e2-11e5-a81f-e302aa-fa213e.html](http://www.itemlive.com/news/feds-don-t-love-swampscott-s-dirty-water/article_424557ce-60e2-11e5-a81f-e302aa-fa213e.html),

<http://yosemite.epa.gov/opa/admpress.nsf/0/050DF7063926F9EE85257EC4006CCDB8>

69. FY16 Budget

70. <http://nemlec.com/index.html>

71. <http://patch.com/massachusetts/swampscott/officials-to-talk-about-joining-police-mutual-aid-group-nemlec>, phone interview with Police Chief Ron Madigan, October 15, 2015

72. Website has FY09 police report to town. Can request more recent reports if stats and other details if desired.

73. FY16 Budget

74. Interesting history of SFD at <http://swampscottfire.org/aboutswfd.htm> - useful for history chapter and to supplement facilities narratives (note for MAPC to revisit)

75. [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMA\\_BComm/emergency](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMA_BComm/emergency)

76. FY16 Budget

77. Library website implies larger staff – maybe PT positions that add up to 10 FTE, or are some funded by other sources?

78. Phone interviews with Alyce Deveau

79. <http://www.swampscottlibrary.org/about/friends-of-the-swampscott-public>

library/

80. <http://www.swampscott.k12.ma.us/Pages/index>

81. <http://profiles.doe.mass.edu/profiles/student.aspx?orgcode=02910000&orgtypecode=5&leftNavId=307&>

82. <http://www.doe.mass.edu/metco/>

83. <http://www.doe.mass.edu/metco/faq.html?section=all>

84. <http://www.doe.mass.edu/finance/schoolchoice/>, <http://profiles.doe.mass.edu/profiles/general.aspx?topNavId=1&orgcode=02910000&orgtypecode=5&>

85. Double check 2015-2016 enrollment data

86. <http://profiles.doe.mass.edu/profiles/student.aspx?orgcode=02910000&orgtypecode=5&>

87. <http://profiles.doe.mass.edu/profiles/student.aspx?orgcode=02910000&orgtypecode=5&>

88. May belong under town-wide services, but found this out from School Committee notes.

89. <http://services.massdot.state.ma.us/maptemplate/TopCrashLocations>

90. Source: Massachusetts Vehicle Census, Metropolitan Area Planning Council 2015.

91. Fiscal Year 2016

<http://patch.com/massachusetts/swampscott/swampscotts-portion-chapter-90-funds-tops-448000-0>

92. Massachusetts Department of Revenue

93. 9/28/2011 SREC Letter to the Editor: [http://www.town.swampscott.ma.us/Public\\_Documents/SwampscottMA\\_BComm/Energy%20Files/Renewable\\_Energy/20110928%20SREC%20Letter%20to%20Editor.pdf](http://www.town.swampscott.ma.us/Public_Documents/SwampscottMA_BComm/Energy%20Files/Renewable_Energy/20110928%20SREC%20Letter%20to%20Editor.pdf)

94. Swampscott Middle School wind turbine proposal rejected, Wicked Local News. 1/6/2012. <http://www.wickedlocal.com/article/20120106/NEWS/301069414>

95. American Community Survey 2014

96. From Swampscott Planning Department, accessed 1/7/2016 <https://infogr.am/Solar-Power-in-Swampscott>

97. <http://www.mass.gov/eea/agencies/czm/program-areas/coastal-water-quality/clean-boating/boat-pumpout-facilities.html>



## Appendix B

### Swampscott 2025: The Master Plan Public Forums

#### Public Forum 1: Kick-off and Visioning

**Date:** Thursday, May 21, 2015,  
**Time:** 6:30pm – 9:00pm  
**Location:** Swampscott High School  
**Total attendees:** 75

#### Public Forum 2: Housing, Economic Development, and Historic & Cultural Resources

**Date:** Thursday, June 18, 2015  
**Time:** 6:30pm – 9:00pm  
**Location:** Swampscott High School  
**Total attendees:** 60

#### Public Forum 3: Transportation, Public Facilities & Services, and Open Space

**Date:** Thursday, July 23, 2015,  
**Time:** 7:00pm – 9:00pm  
**Location:** Swampscott High School  
**Total attendees:** 50

#### Public Forum 4: Plan Priorities

**Date:** Tuesday, December 1, 2015,  
**Time:** 6:30pm – 9:00pm  
**Location:** Swampscott High School  
**Total attendees:** 80

The following pages summarize  
meeting findings from four public  
forums held during the **Swampscott  
2025: The Master Plan** process.



## Who attended?

- ▶ 60 +/- attendees
  - 50% male
  - 50% female
- ▶ Good range of ages
  - 30-39: 19%
  - 40-49: 33%
  - 50-59: 24%
  - 60+: 23%
- ▶ Higher income HHS
  - \$25K-\$54K: 6%
  - \$55K-\$84K: 5%
  - \$85K-\$139K: 33%
  - \$140K+: 56%
- ▶ New comers and long time residents
  - 0-10 years: 42%
  - 10-20 years: 38%
  - 20+ years: 17%
  - Work: 2%

## What we heard: Open House

▶ Swampscott in one word: Write one word that you feel best describes Swampscott.

## What we heard: Open House

- What kind of businesses would you like to locate here?



## What we heard: Open House

- What amenities, destinations, or organizations enhance your life the most??



## What we heard: Open House

- What transportation improvements are needed?
  - Bike Improvements
    - Rail Trail / Bike Path most common
  - Pedestrian Improvements
    - Sidewalks/Schools
    - Walking trails
    - Make Vinnin Square Walkable
  - MBTA
    - Blue Line service to Swampscott
    - Upgrade Station / Parking
    - Shuttle to T

## What we heard: Open House

- What types of housing is needed most in Swampscott?
  - Affordable housing (by far most common)
    - For younger people and families
    - For Elderly
  - Housing for elderly
    - Reuse/rehab
  - Mixed Use
  - None
    - None at all
    - No more multifamily/condo

## Top Assets

- ▶ Ocean/Waterfront (6 of 6)
- ▶ Access/Proximity to Boston (6 of 6)
- ▶ Sense of Community and Attractiveness (4 of 6)
- ▶ Schools/Education (2 of 6)



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THE MASTER PLAN

## Top Challenges

- ▶ Tax Rate / Red Tape (3 of 6)
- ▶ Public Facilities (3 of 6)
- ▶ Transportation – Access and traffic (3 of 6)
- ▶ Town Direction / Engagement (3 of 6)



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THE MASTER PLAN

## Top Opportunities

- ▶ Revitalized Business Districts
  - ▶ Humphrey Street
  - ▶ TOD
- ▶ Connectivity - Bike and Pedestrian
  - Bike Lanes
  - Rail Trail
  - Walkability
- ▶ Community Amenities/Activities Improvements
  - Buildings
  - Open Space
  - Beaches



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## Personal Vision Statements

- ▶ In 2025, Swampscott will be...

### PERSONAL VISION STATEMENT:

*"In 2025, Swampscott is a beautiful town that emphasizes its assets - beautiful and creative spaces, pristine and highly used beaches, environmentally aware population that uses its public transportation access to Boston, emphasis on the arts in public areas, affordable and varied housing, and well thought out infrastructure, a clear vision of what it offers its residents."*

### PERSONAL VISION STATEMENT:

*"I envision a beautiful downtown along Humphrey St where I can gather with friends for the night (or day) and walk along the water. People from other towns will access the area via train or rail trail to go to restaurants/shops and go to the beach."*

### PERSONAL VISION STATEMENT:

*"Value our neighborhoods and sense of community pride."*



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THE MASTER PLAN



## Personal Vision Statements

► In 2025, Swampscott will be...

### PERSONAL VISION STATEMENT:

*"A safe community that supports its children and cares for its elders. A town with deep, historical roots, civic pride, and a bright future."*

### PERSONAL VISION STATEMENT:

*"In next years, I would like to see the rail trail developed. Vinnin Square complete overhaul. Make it a destination spot with connection to trails."*

### PERSONAL VISION STATEMENT:

*"Encourage young families - need them here to buy the single family home of aging community. Leverage our good home prices vs. towns like Winchester, Newton, Needham, etc."*

### PERSONAL VISION STATEMENT:

*"Need quality multifamily housing/mixed-use that is pedestrian oriented."*



## Online Visioning Forum

► You can participate online



# SWAMPSCOTT 2025 THE MASTER PLAN

## Forum 2: Housing, History, and Economic Development MEETING FINDINGS



## Who attended?

Similar to May 21<sup>st</sup> Visioning Forum

- 70 +/- attendees
  - 50% male
  - 50% female
- Good range of ages
  - 30-39: 17%
  - 40-49: 30%
  - 50-59: 21%
  - 60+: 19%
  - 70+: 2%
- Higher income HHs
  - \$25K-\$54K: 6%
  - \$65K-\$84K: 5%
  - \$85K-\$139K: 33%
  - \$140K: 56%
- New comers and long time residents
  - 0-10 years: 43%
  - 10-20 years: 38%
  - 20+ years: 17%
  - Work: 2%



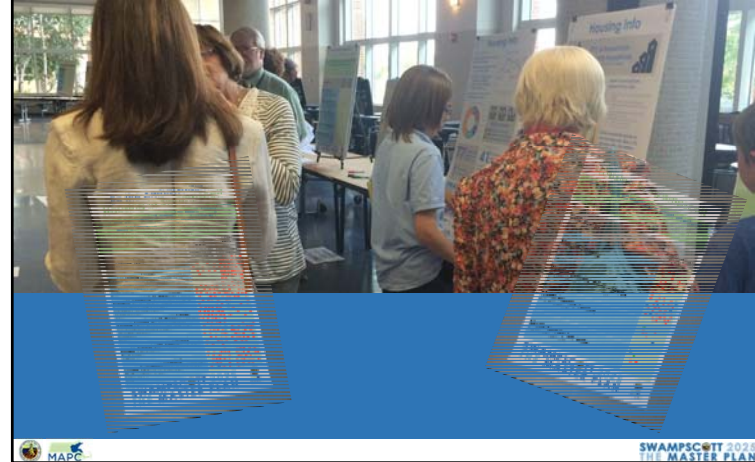
## Be the Ambassador!

The following slides highlight findings from each of the three participation stations: Housing, Economic Development and History.

There were several exercises at each station; however, at each station we asked participants to think of themselves as an “Ambassador” for Swampscott. What would they tell visitors in Swampscott about the different topics? What would they tell them about housing in Swampscott? Where would they recommend visitors go to eat, shop, or sites to see? Etc.



## Housing



## Be the Ambassador: Housing

**SCENARIO:** You know each of the 5 different households below who are looking for a home in Swampscott. Would they be able to find (and be happy with) existing housing types in town?

Household types	Yes	No
Senior living alone		✓
Couple looking to downsize	Tie	Tie
Young family with or without kids	✓	
Single parent with child(ren)		✓
Single 20 something		✓

**Finding:** Beyond housing units for families with or without kids, other household types that are projected to increase (e.g. seniors and younger households) would have a hard time finding a housing unit in Swampscott.



## What we heard: Housing

### ► What type of housing are most needed?

Unit types	%
Single fam alternatives	23%
Senior/accessible units	22%
Mixed use	18%
No more housing	11%
Affordable housing	11%
Single family	8%
Multifamily rental	4%
Multifamily for sale	3%

Participants most wanted to see more single family alternatives, senior and accessible units and multifamily in mixed-use structures.



## What we heard: Housing

### ► Perceived Challenges:

- Housing costs are high and low inventory for smaller units, especially for elderly and younger households.
- Cost of living is high, especially for seniors looking to downsize.
- Little turnover for single family homes that are most appealing to couples and young families.
- Smaller units are located in area that is not pedestrian friendly: Vinnin Square.



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## What we heard: Housing

### ► What people value: Location, Location, Location!

- Beaches
- Proximity to Boston
- Neighborhoods with character and charm
- "Worth the investment"



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## Economic Development



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## Be the Ambassador: Economic Development

SCENARIO: You have visitors in town. Where would you most likely take them to eat, shop, stay?

### ► Where would you take a visitor?

Neighboring downtowns (Salem, Marblehead, Lynn)	47%
Regional malls	14%
Downtown Boston	11%
Vinnin Sq	10%
Cape Ann downtowns (Beverly, Manchester, Gloucester, Rockport)	9%
Humphrey St	8%
Other	5%

### ► To eat:

- Neighboring downtowns
- Humphrey Street

### ► To shop:

- Regional malls
- Neighboring downtowns

### ► To stay:

- Neighboring downtowns
- Other places
- Boston



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## What we heard: Economic Development

### ► What type of economic activity would you prioritize?

Retail + dining	45%
Tourism	40%
Healthcare	9%
Housing	6%

### ► What kind of economic activity & development would you like to see in economic target areas?

	Retail & dining	Medical or professional office	Multifamily Residential	Mixed use
Humphrey St	✓			✓
Vinnin Sq	✓	✓		
MBTA Station Area	✓			✓



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## What we heard: Economic Development

### ► What types of businesses or economic activity would you like to see in town?

Top responses:

- More restaurants and cafes, especially those that leverage the seaside environment
- Addition of hotels, inns, or bed & breakfasts
- Streetscape improvements along Humphrey Street
- Movie theatre



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## History



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## Be the Ambassador: History

### ► What historic and cultural sites would you take a visitor?

Top responses:

- Olmsted District
- Local beaches
- Fish House, M.B. Eddy House
- Downtown Salem and PEM
- Old Town Marblehead



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## What we heard: History

- ▶ What needs to be preserved?
  - Local beaches
  - Historic neighborhoods and architecture
- ▶ How can Swampscott's historic and cultural resources be promoted?
  - Increased marketing of cultural and scenic assets through different media outlets and local events
  - Improve connectivity with bike paths and walkability
  - Encourage development of hotels and inns
  - Development of Swampscott Station



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### Forum 3 Summary, July 23, 2015

Transportation, Public Facilities and Services, and Open Space



## Presentation



## What we heard: Transportation

- ▶ Pedestrian safety identified as greatest transportation issue in Town.
- ▶ High vehicle speeds a concern, particularly on Humphrey St.
- ▶ People want roadways that are safe for pedestrians with raised crosswalks and other pedestrian safety measures built into the design.
- ▶ Improved train access desired – parking, bike facilities, pedestrian access.
- ▶ Improved bus service – connection to train station and better service to Salem.
- ▶ Strong desire for bike lanes in town.
- ▶ Significant support for rail trail – paved with benches and other amenities top choice for design.





## What we heard: Facilities/Services

- ▶ Residents want Town owned properties (e.g. old schools) back on the tax rolls.
- ▶ Funding renovations should be a priority.
- ▶ Preserving Town History is critical to Swampscott's future.
- ▶ Residents want to be better informed about, and have a greater voice, in decision making around facilities and services.

## How we are connected

### PUBLIC FACILITIES AND SERVICES

Place a dot on your top 3 concerns about Town and School-owned properties.

Maintaining state-of-the-art facilities	
Funding renovations	
Putting underutilized town properties back on the tax rolls	
Preserving town history	
Meeting housing needs	
Crafting more open space (parks)	
Hazardous conditions of vacant buildings	
Keeping assets in town control	
Maintaining neighborhood character	
Staying informed and having a voice in decision-making	

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How would (existing or ad-hoc) committees be structured?  
How do you wish to be informed and involved?  
Write your responses on sticky notes and post them below!

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## What we heard: Open Space

- Improvement of existing facilities and amenities is a priority.
- Strong desire for a green corridor network; i.e. Rail Trail.
- Creating more open space/recreation important to many.



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## Open Space & Recreation Plan Priorities

Below are the Open Space and Recreation goals identified in the 2013 Open Space and Recreation Plan. What two goals would you prioritize?

### Maintain open spaces and recreation facilities.

Swampscott would like to ensure that existing parks, playgrounds, sports fields and beaches, including the specific plans for maintenance, safety and enhancement to be in achieving the goal.

### Improve public access and awareness.

Open space and recreation facilities in Swampscott are not always well known. The town should identify and promote the many facilities available to town, and the Open Space committee should find ways to publicize and coordinate the facilities.

### Expand and improve open spaces and recreational facilities.

There are many scattered open space and recreation facilities, however there is a strong need for improvement. Activities are limited as to the amount of open space and recreational facilities, whereas others were small with limited opportunities for activities.

### Preserve scenic character of the town.

The small town scenic character is important to residents' overall quality of life. The town should preserve and enhance the scenic character of the town. Additionally, open space and recreation needs, as well as providing aesthetically significant sites will be incorporated into land use planning.

### Strengthen environmental protection.

Swampscott has experienced and continues to experience environmental problems such as erosion and runoff. Open space and recreational facilities need to take these problems into consideration and should provide for ways to enhance and address these problems.

### Establish a green corridor network.

Open space and recreation facilities are not always well known. The town should identify and promote the many facilities available to town, and the Open Space committee should find ways to publicize and coordinate the facilities.

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## Tell us what you think!

What other types of activities or special events, permanent or pop-up, do you think would activate Swampscott's open spaces?

(Write your thoughts down on the brown paper.)



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# Housing Priorities

Review all draft Housing goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Create opportunities to develop a more diverse housing stock – affordable and market rate – to meet the needs of changing demographics in town.**

*Potential Strategies*

- Create an Affordable Housing Trust to proactively plan and fund new affordable housing in Swampscott.
- Encourage mixed use development where already allowed to meet growing demand for smaller units in walkable areas.
- Review and revise the Zoning Ordinance to remove barriers and create more incentives toward the production of affordable housing.

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**GOAL: Provide seniors and persons with disabilities with greater housing options in Swampscott.**

*Potential Strategies*

- Include accessible and adaptable units in new development.
- Support aging in place/community initiatives.
- Consider adopting a senior housing bylaw to encourage more unit development.

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**GOAL: Identify sites that are most appropriate to accommodate Swampscott's projected growth in housing.**

*Potential Strategies*

- Review private properties for housing, including Chapter 61 land.
- Return former school sites to the tax rolls by encouraging housing reuse or redevelopment.

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# Housing Priorities

Review all draft Housing goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Maintain and advance local capacity and advocacy efforts to achieve housing production goals.**

*Potential Strategies*

- Ensure coordination between Town Boards and Committees to ensure housing needs are met.
- Educate and bring community awareness to housing issues and activities to better coordinate and gain support for new housing development in areas best suited for new unit creation.

4

**GOAL: Identify funding sources and programs to assist the Town in meeting existing and future housing needs.**

*Potential Strategies*

- Consider adoption of Community Preservation Act to support affordable housing creation (and Open Space and Recreation and Historic Preservation)
- Explore housing rehabilitation/modification programs.
- Identify grant funding sources that promote development of affordable housing.

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**GOAL: Preserve existing character and scale of Swampscott's residential neighborhoods.**

*Potential Strategies*

- Ensure zoning and building codes are abided by and enforced.
- Prioritize maintenance of roadways and sidewalks.

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## Housing Priorities

What other housing goals and initiatives are important to you?

*Write your ideas below.*

Allow more in law use of single family

- That's a great idea

Encourage more affordable housing

Look at ways that the town's most expensive housing can be marketed to new buyers and/or used in different ways

Mixed housing in Vinnin, train station area

Develop more affordable housing, more multi-generational housing, seems really popular at Atlantic Crossing

Re-zoning areas of town to allow for more mixed-use or expanded multi units that are also complimentary to the area and not obtrusive

Granny pods

Allow bed & breakfasts to legally exist

More mixed use townhouses

Ensure neighbors' input is solicited and presented and considered

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## Historic and Cultural Resources Priorities

Review all draft Historic and Cultural Resources goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Enhance efforts to protect and maintain Swampscott's historic and cultural resources.**

### *Potential Strategies*

- Create list of preservation priorities following successful completion of 2015 inventory, so that when they are threatened, the Town knows to act quickly.
- Review demolition delay bylaw and make updates to reduce loopholes, and increase enforceability.
- Increase communication and coordination with private groups such as the Historical Society and Andrews Chapel Restoration Committee.

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**Goal 2: Increase local capacity to support and fund historical preservation efforts**

### *Potential Strategies*

- Explore passage of the Community Preservation Act.
- Develop programs to draw attention to Swampscott's unique history, and to raise money to fund preservation projects. (e.g. Annual house tours during holidays, Swampscott Heritage Days festival.)
- Seek grant funding.

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# Historic and Cultural Resources Priorities

Review all draft Historic and Cultural Resources goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Promote Swampscott's historic resources to encourage greater preservation efforts and to attract visitors to town.**

## Potential Strategies

- Explore public-private partnerships to boost Annual Preservation Awards program and local preservation education efforts.
- Create heritage tourism program highlighting Swampscott's unique resources.
- Update Historical Commission webpage.
  - *Example: Tell the stories of Cap'n Jack's and Tupelo Road – failures of the demolition delay bylaw due to lack of documentation and resources to encourage preservation*
  - *Example: Tell the stories of the closed schools, so that they may be captured regardless of future of these buildings*
- Leverage current history to bring attention to and preserve historic and cultural resources.
  - *EXAMPLE: Highlight that current governor lives in the Olmsted District.*
  - *EXAMPLE: Explore reuse options for the Swampscott Depot to utilize the structure and draw attention to Swampscott's history.*

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# Historic and Cultural Resources Priorities

What other historic and cultural resources goals or initiatives are important to you?

*Write your ideas below.*

Turn Hawthorne-by-the-sea into a performance space similar to Shalin Liu in Rockport...our view is better

Turn Hawthorne-by-the-sea into small shops, outside eating, complete access to water for all open corridors between all small buildings put there. Brick patios to eat on, sit on. Something beautiful & something for everyone

Old senior center should house arts/community collaborative

Acknowledge the historic properties with proposed redevelopment and create a vision based on the history of the location and what will be best for future use

Protecting and maintaining National Register Properties should be #1 priority

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# Open Space & Recreation Plan Priorities

Below are the 6 Open Space and Recreation goals identified in the 2013 Open Space and Recreation Plan. Review both boards and pick your top two priorities.

## GOAL: Maintain open spaces and recreation facilities.

### Sample Strategies from 2013 Plan

- Create maintenance programs (site specific) for all publicly owned open space and recreation assets.
- Establish stewardship program to assist in maintenance and oversight of all open space and recreation assets.
- Create schedule for implementation of maintenance and access recommendations (per Beach Management Plan) for all beaches.
- Establish beach cleanup plan for algae, seaweed, debris that washes up. (Rake was purchased in 2015).
- Develop playground maintenance, equipment replacement and safety program.

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## GOAL: Improve public access and awareness.

### Sample Strategies from 2013 Plan

- Open public ways and access points.
- Develop open space and recreation access maps with use and protection info.
- Improve trail system (for all ages) and create map. (e.g. Charles M. Ewing Woods, Harold A. King Forest, Upper Jackson Park).
- Incorporate "age appropriate" elements to open space & recreation area. Incorporate ADA accessibility where possible within means.

4

## GOAL: Expand and improve open spaces and recreational facilities.

### Sample Strategies from 2013 Plan

- Adopt of Community Preservation Act as a funding option.
- Identify and apply to various grants to improve open space and recreation facilities.
- Develop policies for Town acquisition of private land.
- Rehabilitate Blocksridge Field in Phillips Park.
- Ensure required private funding is raised to ensure turf field is completed.
- Install a community dog park (at Phillips Park).

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# Open Space & Recreation Plan Priorities

Below are the 6 Open Space and Recreation goals identified in the 2013 Open Space and Recreation Plan. Review both boards and pick your top two priorities.

## GOAL: Preserve scenic character of the town.

### Sample Strategies from 2013 Plan

- Incorporate open space and recreation goals into land use planning and zoning.
- Integrate historical elements as part of signage program.
- Encourage continued use and appreciation (of Town Hall Lawn) as a town gathering spot (movies, holidays, etc.)
- Work with owners of Marion Court to develop a preservation plan.

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## GOAL: Strengthen environmental protection.

### Sample Strategies from 2013 Plan

- Take climate change, higher water levels, more intense storm, etc. into account in planning.
- Develop map highlighting areas where zoning regulations should be created to limit negative impact of land use development.
- Develop a natural resource protection and acquisition plan and fund through grants and CPA funds (should CPA be adopted).
- Work with property owners to develop techniques to increase flood storage areas (particularly in areas prone to flooding. E.g. Vinnin Square)
- Replace pavement with more porous materials at parking lots.

5

## GOAL: Establish a green corridor network.

### Sample Strategies from 2013 Plan

- Establish rail trail along abandoned railroad line.
- Identify green corridor network to connect open space and recreation facilities (Streets and access easements, and other strategies).
- Connect with Salem Woods via potential easement through Aggregate Industries owned land.
- Investigate and protect wildlife corridors.

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# Open Space & Recreation Plan Priorities

What other open space and recreation goals or initiatives are important to you?

*Write your ideas below.*

Dog park

Create sidewalk space on both sides [sic] Humphrey Street on stretch from Phillips Park to Richdale market

Rail trail is great connector to Marblehead, train station, middle school

Consider rising sea level & climate change when building along the coast

Rebuild Superior Street Playground—make that section of town more attractive to families

- I agree. Something should be done...though Lynn has a playground nearby. Maybe a new playground on a bigger site and use the old one for dog park? Also, please fix the sidewalks in that area. Right now it's dark and a tripping hazard. This would make the area more attractive and the town less likely to get sued.

Do not encourage more use of Town Hall lawn—it's historic. Run your movies, etc. at Linscott Park

Help Marian Court come to a proper use—not a hotel of any kind

- Why not? Would bring in revenue and leave other areas for green space, historic uses
- I agree! So many weddings. A combo hotel/event venue overlooking the ocean makes sense to me. It would be booked for the next year before the ribbon is even cut.

Food trucks

Design guide for public walkways—lighting, sidewalks, benches, receptacles

Restroom facilities at all beaches

New railings at Kings & Fisherman's—ones there are dangerous and ugly

Public art installations like painted cows/[balls?] in Chicago

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# Public Facilities and Services Priorities

Review all draft Public Facilities and Services goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Ensure Swampscott's facilities meet community needs.**

## Potential Strategies

- Ensure that ongoing facilities needs are met.
- Develop community consensus on school facilities and renovate or build new facilities accordingly.
- Return any unused school properties to tax rolls by promoting redevelopment.
- Explore potential of moving DPW's Paradise Road facility to another location to open the site for future investment. (Should no additional location be identified, ensure planned upgrades to DPW facility occur by 2020.)
- Plan for library expansion.
- Ensure planned upgrades to fire department facilities.
- Strive for state-of-the art facilities by exploring incorporation of new technologies and building techniques; incorporate these into renovations and new construction when feasible.

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**GOAL: Ensure appropriate staffing levels for Swampscott public services**

## Potential Strategies

- Hire a full-time detective with family services experience for the Swampscott Police Department
- Hire a full-time circulation staff person for the Swampscott Public Library
- Provide additional custodial support to Swampscott Public Library
- Explore expansion of the Town's Information Technology Department or hiring of Information Technology staff dedicated to the police department.
- Explore shared services, such as shared crime analysts, with other municipalities.

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# Public Facilities and Services Priorities

Review all draft Public Facilities and Services goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Ensure Swampscott's sewer and water infrastructure meets safety and environmental standards.**

*Potential Strategies*

- Make necessary upgrades to comply with EPA Consent Decree.
- Ensure adequate water and sewer capacity for new development projects.

10

**GOAL: Increase local funding for public facility and services as well as capacity to pursue state, federal, and private funding.**

*Potential Strategies*

- Increase funds allocated to the DPW to be more in line with other communities, so as to better maintain Swampscott's public facilities and infrastructure,
- Consider adding a Grant Writer position to town staff.

12

**GOAL: Enhance communication and improve transparency of Town processes.**

*Potential Strategies*

- Communicate capital improvement plans more widely/visibly.
- Make updates to the Town website.
- Improve town capacity to regularly review town real estate assets and potential acquisitions as well as to help ensure that plans for town-owned assets are followed in a timely manner. Plan for coordination with Capital Improvement Committee..
- Complete plans to establish a Communications Committee by the Board of Selectmen
- Increase coordination between school district and town government; specifically ensuring open, transparent communication between School Committee and Board of Selectmen as well as between Superintendent and Town Administrator.

10

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# Public Facilities and Services Priorities

What other public facility and service goals and initiatives are important to you?

*Write your ideas below.*

Include town committees on design of streetscape. Improvements on Humphrey Street. Municipal design committee should be involved in design.

Focus on library-a valuable [gear?] of our community

Develop town management capacity

Foot wash & toilets at the beaches

- Yes please!

Snack bars or trucks

Picnic tables

Build a town recreation center

Not everything should be for seniors

- Agreed!! And more programs for adults who work (i.e. not having exercise class in the middle of the day)

Celebrate library as a multifaceted resource

Library as shared manufacturing space with 3D printers

Art in public spaces

Installations like the painted [cods?] in Boston (boats, lobster traps, etc.

3 elementary schools

More human/dog bubblers like at Red Rock Park in Lynn

Outdoor hockey rink skate park in the summer

A rail trail could allow access for kids to walk & bike safely to school—Clarke and middle school

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# Transportation Priorities

Review all draft Transportation goals and potential strategies and then tell us which two goals you think should be priorities.

## GOAL: Construct the Swampscott Rail Trail

### Potential Strategies

- Open all segments that have no issues/opposition as soon as is possible, even if it results in a disconnected system.
- Re-route trail areas with opposition and/or title issues by providing on-street bicycle lanes temporarily until the trail can be opened

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## GOAL: Prioritize Improvements for Humphrey Street to improve access and accessibility for all users, and to encourage economic development along the corridor.

### Potential Strategies

- Increase visibility and shorten crossing distance for pedestrians by installing curb extensions.
- Add bike lanes.
- Coordinate roadway improvements with other placemaking and beautification initiatives.

23

## GOAL: Improve connection between Commuter Rail station and Humphrey Street/Beaches

### Potential Strategies

- Ensure pedestrian connections to/from station are well maintained.
- Greet visitors at the station with directional signage and walking times to popular destinations to Town attractions.
- Increase safety for cyclists on Burrill Street by painting "sharrows" to identify shared lanes, and post "Share the Road" signs.

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# Transportation Priorities

Review all draft Transportation goals and potential strategies and then tell us which two goals you think should be priorities.

## GOAL: Adopt a Complete Streets Policy

### Potential Strategies

- Work with the MAPC or consultant to adopt a Complete Streets policy – roads that cater to all users including automobile, transit, pedestrian and bicyclists – tailored to the needs of the town.

4

## GOAL: Pedestrian Improvements in Vinnin Square

### Potential Strategies

- Use August 2015 MassDOT Road Safety Audit August 2015 to prioritize areas for pedestrian and cyclist improvements.
- Work with Vinnin Square/Swampscott Mall owners to better connect the area, and make more pedestrian oriented.

23

## GOAL: Increase Local Transportation Funding

### Potential Strategies

- Allocate greater percentage of Town budget to Public Works Department to allow for proactive planning.
- Create a capital improvement plan for the next five years that identifies transportation improvements most needed.

2

## GOAL: Increase transit amenities to encourage transit ridership

### Potential Strategies

- Provide bus shelters, lighting, benches, and safe pedestrian crossings at or near major bus stops.
- Include indoor space to protect passengers from high temperatures in the summer and the harsh cold in the winter.

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# Transportation Priorities

What other transportation goals or initiatives are important to you?

*Write your ideas below.*

More rush hour trains  
 Fight service cuts by MBTA  
 Bike "parking" at beaches  
 • And in shopping areas  
 More parking by train station  
 Improve connection between railroad station and Humphry Street beaches—cannot use a bus—won't make the turn from Burrill to Humphry Street  
 Re-use of train station building should be considered  
 Signage at train station to indicate that there are buses on Essex Street and Paradise Road  
 Shelter at train station-MBTA owned but it would seem pressure could be applied  
 Sidewalks are so very dangerous  
 Better coordination between buses & trains  
 Bus shelters at bus stops like Vihinia Square  
 • Improve the pedestrian experience there. Walking between shops is miserable  
 • Make Vihinia Square intersections less hectic (i.e. clearly labeled lanes and left turn arrows)  
 Swampscott Jitney—connects railroad station, Humphrey Street  
 Vinnin Square Shops, elderly housing in a loop  
 Rail trail to provide safe and mostly level passage for kids to walk/ride to school—Clarke & middle school  
 Traffic control on Humphreys, early morning hours  
 Make Swampscott Station a place for travelers to get off the train with something to enjoy  
 When you get off the train, how do you know which way to go (bike, walk, etc.)  
 Yes, signage  
 A few well-placed maps like Boston has  
 Seasonal boat rides to connect Swampscott with Nahant and Marblehead, water taxi...  
 Tourism shuttle to & from railroad station, beaches, etc.  
 Shuttle to railroad weekdays

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# Economic Development Priorities

Review all draft Economic Development goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Maximize benefits of Swampscott's geographic location as a coastal community and public transportation access to Boston to attract new economic investment.**

*Potential Strategies*

- Promote the attraction and growth of target industries.
- Focus on redevelopment opportunities along Humphrey Street, in Vinnin Square, and around the Swampscott train station where market opportunities are strongest.
- Attract and retain businesses in key existing and emerging economic base industries such as retail and tourism.

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**GOAL: A growing and thriving tourism industry with more amenities and programming year round.**

*Potential Strategies*

- Promote existing cultural, open space, and recreational amenities and explore opportunities to create additional amenities.
- Encourage more programming and cultural activities throughout the year, especially along the waterfront.
- Explore opportunities for development of a new hotel with conference and function facilities.

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# Economic Development Priorities

Review all draft Economic Development goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

**GOAL: Improve marketing of Swampscott locally and regionally to attract more visitors and investment.**

*Potential Strategies*

- Leverage relationships with economic development and tourism entities to promote Swampscott as both a tourist destination and a business-friendly community.
- Develop a comprehensive marketing strategy for the Town of Swampscott to attract new visitors and businesses.
- Make business development regulatory processes more friendly and transparent to better attract desired investment.

6

**GOAL: Building organizational capacity to advocate for continued revitalization and stronger growth in Swampscott's commercial areas.**

*Potential Strategies*

- Consider establishing a Town Committee charged with creating a more favorable economic development climate in Swampscott.
- Collaborate with adjacent communities to streamline land use policies and design standards, especially Vinnin Square and Humphrey Street.
- Develop stronger lines of communication between town hall and businesses to better identify and respond to business needs and interests.

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# Economic Development Priorities

What other economic development goals or initiatives are important to you?

*Write your ideas below.*

Preserve more open, green space in Swampscott

Goal of quality of life and destination community are mutually exclusive:

- More crime, more trash, more traffic
- Quality of life suffers

Encourage boaters from adjacent communities by increasing public dock space (transient boaters). As examples, consider Pickering Wharf (Salem), Marblehead, or Manchester, where you can dock your boat for 1-2 hours and go to local restaurants or gift shop

Encourage bed and breakfasts, inns

Encourage some presence of Hawthorne by the sea in any redevelopment in that area

Zone Train as TOD with high-density

Redeveloping train station area down Burrill to Humphrey

Connect public transport to beaches

Offer tourist destination, build businesses

Offer out of townner places to stay like Salem waterfront

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# Land Use Priorities

Review the draft land use map and draft goals and potential strategies on both boards and then tell us which two goals you think should be priorities.

## GOAL: Preserve the character of Swampscott's residential neighborhoods.

- Ensure zoning and building codes are clearly stated and enforced.
- Prioritize maintenance of roadways and sidewalks.
- Where appropriate, add historic lighting, signage and other beautification efforts.

5

## GOAL: A revitalized, vibrant and attractive mixed-use Humphrey Street.

- Implement the 2012 Downtown Vision and Action Plan. (This 2012 plan provided a strong framework.)
- Work with property owners of underutilized sites to encourage redevelopment.
- Prioritize roadways and streetscape improvements to make Humphrey Street more attractive and safe.
- Better market Humphrey Street to retailers, restaurant owners, and hotel/inn operators to create a more amenity rich and dynamic downtown environment.

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## GOAL: Encourage mixed-use, walkable centers that enhance quality of life, provide greater housing options, and maximize value of undervalued land.

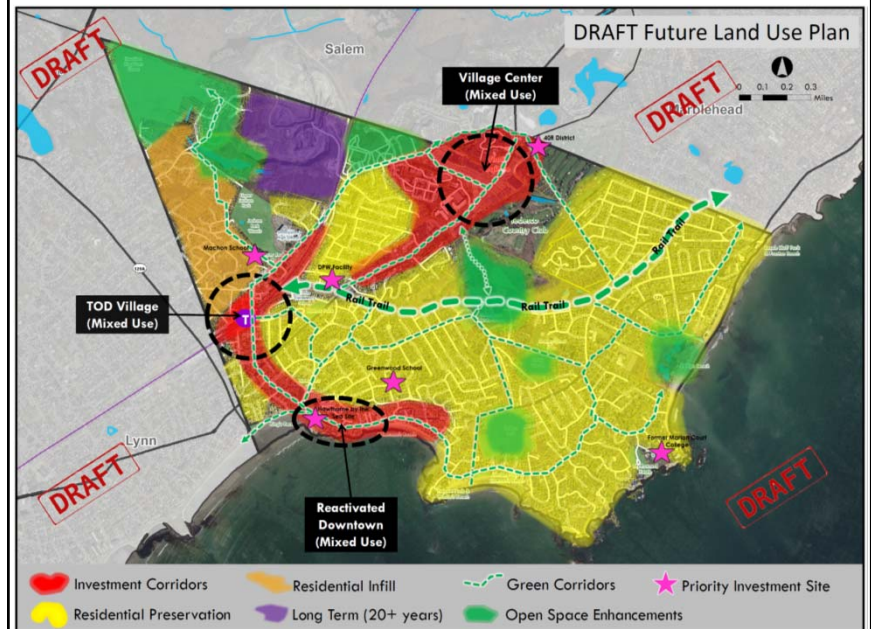
- Revise zoning in and around Vinnin Square to allow for a mix of uses as of right, along with site plan and design standards that encourage a pedestrian-oriented village environment.
- Revise zoning to encourage a transit-oriented village around the Swampscott train depot with a mix of uses (retail and multifamily residential), and improved pedestrian and bicycle amenities.

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# Land Use Priorities



## GOAL: Prioritize new growth and investment to improve Town's long-term fiscal health.

- Focus on quality of life initiatives to improve overall property values and raise total assessed values in town.
- Identify underutilized parcels throughout Town that hold potential for higher value use.
- Ensure the development process is clear and efficient.

5

## GOAL: A robust green network to improve quality of life, protect natural landscapes and amenities and improve connections.

### Potential Strategies

- Ensure that the multiuse rail trail is completed within the next 10 years.
- Maintain and enhance Town open spaces, beaches and recreational facilities.

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# Land Use

## What other land use goals and initiatives are important to you?

*Write your ideas below.*

Build a rec center for all ages

2<sup>nd</sup> floor on Vinnin Square shopping mall

- Yes

Reincorporate Tedesco as a real taxpayer

How to use Marion Court?

Town should rehab & rent out senior center in Burrill Street

A renovated Humphrey Street seems [spelling??]—it is sitting there not being used to its full potential

Dog park (off leash)

Make zoning districts more uniform and not so disconnected. Most lots don't conform to dimensional requirements

Historic lighting, especially near library and Burrill Street

Keeping three elementary schools

- Yes, three elementary schools

Beaches need to be maintained: cleaned up from excess seaweed and trash daily so as to preserve the character of the beaches

- Yes

Foot washes at town beaches and toilets/snack bars

Fire rings at Phillips Beach

Convert [sic] to technology park

Convert [sic] Glover to technology park

Make train station into commercial center

Where is a new school?

Update all parks!

TOD at Train

Rebuild Superior Street playground

Somehow connect the housing adjacent to the Vinnin Square to make it more walkable

Vinnin Square 2<sup>nd</sup> Floor mixed use

Fisherman's beach has much debris, trash, and seaweed build-up. We need a vehicle established to power-rake daily so beach is clean and pristine

Dog park that is easy to walk to

Handicap accessible dog park

**SWAMPSCOTT 2025**  
**THE MASTER PLAN**



May 2016

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METROPOLITAN AREA PLANNING COUNCIL  
*Smart Growth & Regional Collaboration*