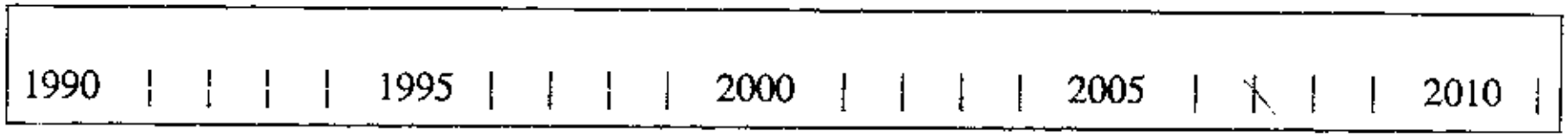
COMPREHENSIVE PLAN
Nantucket, Massachusetts

GOALS & OBJECTIVES FOR BALANCED GROWTH

A Broad Policy for the Island's Future



Adopted by a vote of Town Meeting
as the Town's overall, long-range comprehensive
planning policy and guide for the management of future growth

November 13, 1990

recycled paper

Goals & Objectives for Balanced Growth:

A Broad Policy for the Island's Future

1990

prepared by the

Nantucket Planning & Economic Development Commission

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LOBSTERS

To the People of Nantucket:

This copy of Nantucket's ***Goals and Objectives for Balanced Growth*** *represents nearly two years of effort by the Planning Commission, NP&EDC staff, and more than a hundred other members of the community. The Goals and Objectives were first adopted in 1983, and published as a twenty-seven page booklet intended as a "broad policy for the Island's future". It was decided at that time that the plan should be reviewed and updated in six years.*

Much has changed in those six years, and many of the goals originally set forth in 1983 have been accomplished. The Nantucket Islands Land Bank, the first public land bank in the country, was formed, and has acquired over 1,000 acres of prime habitat and recreational property. Altogether, public and private conservation efforts have resulted in the acquisition of an additional 2,658 acres of permanently preserved open space, an increase of 31% since 1983. Two new sewage treatment facilities are being built, and additional efforts have been made to map and protect the Island's groundwater aquifer and public wellfields. An innovative garbage composting and recycling facility is in the works. We also have a new high school, which serves as home for a growing community education program. The former Academy Hill School and the former Our Island Home have been rehabilitated as 49 low- and moderate- income apartments for the elderly; and the Town has established a Housing Authority, which created 24 units of low- moderate-income housing at Miacomet Village.

With all of these accomplishments, much still remains to be done. The building boom of the mid-'70s and '80s has tapered off. There is today more focus on maintaining a stable and year-round economy which will preserve Nantucket's valued quality of life and be sustainable over the long run. The price of fuel and electricity continues to rise, making energy self-sufficiency a particularly important concern. Paying for the structures and services needed to accommodate recent growth, as well as for needed infrastructure repairs, is also a concern. The issues which face us as we go into the 1990s are discussed here in brief introductions to each goal. A new goal, concerned with our growing needs and developing capacities in health care and human services, has been added. Together, these Goals and Objectives form the basis of a comprehensive plan to guide the decisions the people of Nantucket will make over the next twenty years.

The Goals & Objectives represent a collective vision of the Island's future. It is a vision informed by many different interests and points of view. When the Planning Commission began its review of the 1983 Goals and Objectives in March of 1989, it distributed, through the Inquirer and Mirror, over 8,000 copies of the original plan, and asked for comments and for help in revising the Goals and Objectives for 1990. Nearly two hundred people responded, and a hundred of these participated in a series of workshops where ten working groups represented the viewpoints of conservationists, developers and real estate people, owners of large tracts of land, harbor users, representatives from the tourism and service industries, employers, self-employed, young people, renters, and human services care-givers. Between March of 1989 and August of 1990, the Commission held 25 workshops, public meetings and hearings to gather public comment on the Goals. What is remarkable is that, out of the variety of viewpoints represented, reaching consensus was not difficult. There was a surprising agreement on the issues and goals of maintaining the quality of life on Nantucket.

We feel that this is truly your plan. We thank you for your participation in writing it, and we are pleased to present it back to you as you have adopted it.

Sincerely yours,

Joan S. Barnes
Chairman
Nantucket Planning and
Economic Development Commission

ACKNOWLEDGEMENTS

A great many people contributed to this document. They did so by attending workshops and hearings, by reviewing and commenting on earlier drafts, and by participating in the Strategic Planning Program during the winter of 1989. Many others who have been quietly observing the process from a distance -- people who also truly care about Nantucket's future.

The following list represents individuals who participated in some of the twenty-five public meetings, workshops and hearings conducted by the Planning Commission between December 1988 and September 1990, or who contributed ideas and suggestions to three prior drafts the leading to these Goals and Objectives.

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Harbor Planning Advisory Committee

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Goal A:
OPEN SPACE ACQUISITION

The Issues

Nantucket's seasonal and year-round residents and friends have supported an ambitious program of open space acquisition for the past twenty-five years. It is perhaps one of the most successful local land conservation efforts in the nation. About one-third of the Island is permanently preserved -- 11,015 acres so far. Support for this effort has come principally in the form of contributions of money and land to private, non-profit land trusts, most notably the Nantucket Conservation Foundation, but also including the Trustees of Reservations, Siasconset Trust, Maria Mitchell Association, Madaket Conservation Commission, the Massachusetts Audubon Society, and the Nantucket Land Council. The effort has been augmented in recent years by public sector support from the Town's Conservation Commission and through the creation by the Massachusetts Legislature of the Nantucket Islands Land Bank.

When Islanders talk about the importance of land saving action for the Island's future, they usually touch upon five key points: **Open space preservation ...**

Protects critical and sensitive landforms, habitats and resources. Coastal and inland heathlands, wetlands, estuaries, critical habitat, and aquifer protection zones come to mind. There has been a demonstrated local, State and Federal interest in protecting these areas.

Provides access to the water, in some instances -- the Island's ponds and harbors, the sound and ocean.

Helps shape the future settlement pattern of the Island far more effectively and fairly than conventional land use regulations such as zoning, wetlands and health regulations, and subdivision controls. Acquisition is a growth management tool that faces up to the "just compensation" clause of the U.S. Constitution.

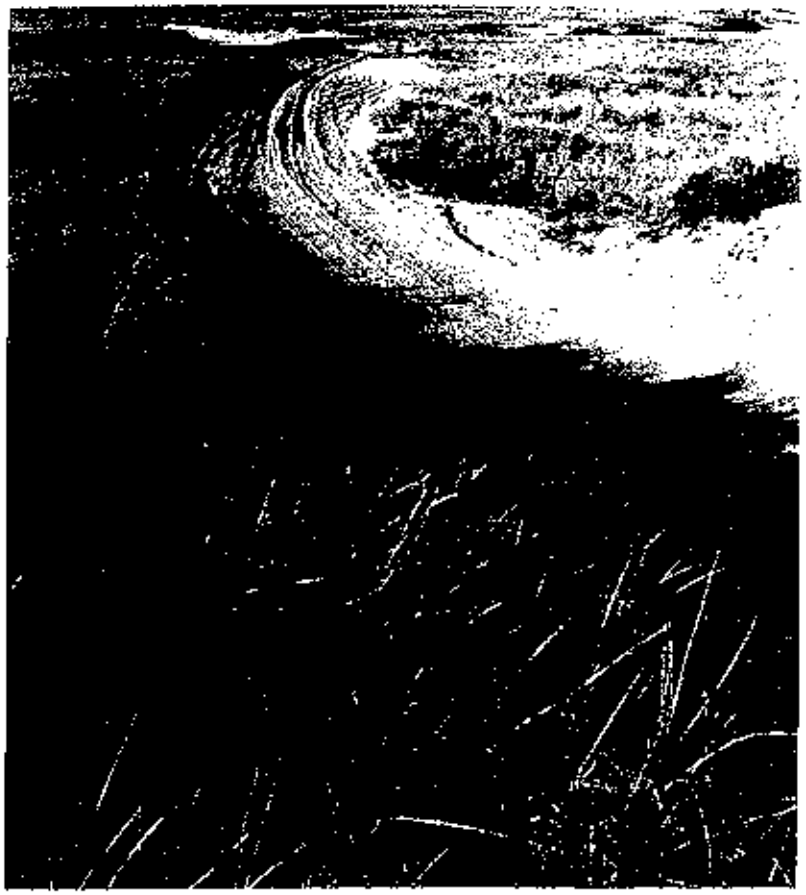
Is good for the long-term economic health of the community. Protection of scenic views and sensible, managed public access to open lands and shorefront are important foundations of our future economy. Preservation is simply good business.

Is a fundamental element in the Island's present and future quality of life. Experiencing open lands and shorefront is an enriching experience for young and old alike. It is enriching because it connects us with our past and reminds us that we are part of nature and not lord over it. Encountering the natural environment is an important part of the human experience. Whether we be walking on a heathland trail, wading hip deep in the surf at 4 AM fishing for bass, or pondering an expansive view from a bike path on the way to work, experiencing nature is an important part of being human.

But despite past successes, the community enters the 1990's with many critical lands in key locations unprotected and at risk. Of particular concern are parcels that are "in-holdings" within, or at the edges of, larger expanses of already protected lands. Access to the shore continues to be an issue of critical importance. When one looks at a map of the Island's conservation lands, the gaps in the community's network of open spaces are easily identified.

As land prices increase, it will become more and more difficult to maintain past levels of preservation action. Strong support by the public in the form of donations of land and money to the Island's land trusts has never been more important. More innovative land assembly and land financing techniques need to be conceived and pursued in order to stretch scarce financial resources. As more land is preserved and as pressure from public use increases, land management responsibilities will increase. Better tax relief should be explored for land owners who are willing to restrict their lands from development but who are all too often forced to subdivide prematurely due to tax obligations.

Nantucket has a very real opportunity to preserve up to half of its 50 square miles of area by the time the community has nearly reached full buildout, **if it can continue to marshall public financial support for the effort**. The preservation of critical lands is, and should continue to be, a fundamental element of Nantucket's growth management plan. Many feel that Nantucket not only has a responsibility to itself, but has a societal responsibility, to see to it that these resources are protected for future generations to enjoy -- generations of Island residents and generations of visitors from across the nation.



Goal A:
OPEN SPACE ACQUISITION

To establish and manage an Island-wide network of publicly and privately held open spaces intended to protect critical land and water resources, habitats, and scenic vistas while affording reasonable public access consistent with a policy of wise stewardship.

Objective A-1
Open Space Acquisition Priorities

To identify and acquire critical open spaces through outright ownership or by less-than-fee means, such as conservation restrictions, scenic easements, and the purchase of development rights, in order to complete the Island's open space network. The following types of land should be given high priority (Not listed in priority order.):

A-1.1 **Ocean, sound, harbor and pond frontage** in the form of rights-of-way to the water, beaches, dunes and adjoining backlands; to secure by law and/or purchase, rights of access for the public within the inter-tidal zone in selected areas in addition to the rights of "fishing, fowling and navigation" now provided for by colonial ordinance, including the rights of walking, picnicking, swimming.

A-1.2 **Barrier beaches** that protect the integrity of inland ponds and harbors and that may be used for fishing, swimming, and picnicking.

A-1.3 Fresh and salt water **marshes and estuarine systems** and their adjoining uplands.

A-1.4 **Heathlands and moors** that are typical of the unique Nantucket environment and that provide important vistas.

A-1.5 **Open lands** which provide important access or visual linkage between already preserved open spaces and which promote the village concept.

A-1.6 **Land for bicycle paths** in the form of easements or outright ownership.

A-1.7 Land to protect existing or future public and private water supply well fields and **aquifer recharge areas.**

A-1.8 **Farmlands**, through outright purchase with leaseback to the farmer, or purchase of development rights with ownership retained by the farmer.

A-1.9 **Scenic viewsheds** providing vistas of important natural or historic resources, acquired through negotiated purchase or by accepting voluntary easements and/or restrictions.

Objective A-2
Open Space Plan

To prepare and keep current an Open Space Plan which contains the following elements:

A-2.1 Inventory and map the following critical areas:

o Wetlands
o Flood prone areas
o Endangered species habitat
o Aquifer protection districts
o Prime agricultural lands
o Scenic viewsheds
o Important rights-of-way
o Scenic roads

A-2.2 Prepare and keep current an inventory of existing open spaces that have been preserved to date.

A-2.3 Identify and map several major preserves in need of further assembly efforts; develop and maintain a public information effort designed to marshall public support for acquiring these areas. Include the following preserves:

o Central Moors
o Smooth Hummocks/Miacomet Park
o Plains/Head of the Plains
o Squam Swamp
o Haulover/Great Pt/Coatue

A-2.4 Identify "growth areas" and "low-growth areas" to be used in a program of development incentives (see C-4).

A-2.5 Include in the Plan all elements required by the State in order to keep Nantucket eligible for financial assistance for open space acquisition.

Objective A-3
Open Space Land Management

To manage and maintain the lands and rights-of-way acquired in a manner consistent with public interest and the environmental limitations of each site and to establish management policy for lands acquired on a site by site basis, with special attention given to the following management challenges.

A-3.1 Off-road vehicle uses
A-3.2 Endangered species habitat
A-3.3 Scrap metal control
A-3.4 Heathland vegetation management
A-3.5 Dune stabilization
A-3.6 Car parking
A-3.7 Public access
A-3.8 Litter on beaches and conservation lands

Objective A-4
Town Land Title

To make an effort to clear the title to numerous parcels of land which have come to the Town through tax title proceedings and by other means; to add such land to the open space system, if appropriate; or dispose of such lands depositing the proceeds in the Land Bank Fund; or use such lands for affordable housing.

Objective A-5
Coordination and Cooperation

To acquire and manage open space lands in a manner which is coordinated with the acquisition and management policies and practices of existing conservation groups and agencies of local, State and Federal government and to cooperate with such groups and agencies wherever possible.

Objective A-6

Development Incentives

To develop a land use regulatory system that provides incentives for the protection of on-and off-site critical areas through the creation of permanently preserved open spaces in exchange for bonuses.

A-6.1 Implement a more effective cluster provision within zoning capable of:

o Crediting for off-site open space preservation
o Providing better bonuses
o Simplifying the approval process
o More dimensional flexibility

A-6.2 Give special incentives, priority, and treatment to residential development which is located in and around designated "growth areas" and which takes steps to permanently preserve lands in areas designated as "low-growth areas".

A-6.3 Enlist the aid of the development community in developing public support for assembly of the major preserves.

Objective A-7

Public Recognition of Private Restraint

To publicly recognize, award, and give tribute to those landowners who have preserved their property over the years for no other reason than their love of the land and Nantucket; to develop better incentives, including special tax treatment, in order to further encourage such private preservation; and to make professional consulting help more readily available to such landowners in order to enable them to continue such restraint.

Objective A-8

Village Open Spaces

To acquire, by fee or less than fee, by purchase or gift, important open spaces within the fabric of the Island's existing villages, including:

A-8.1 Parks and playgrounds.

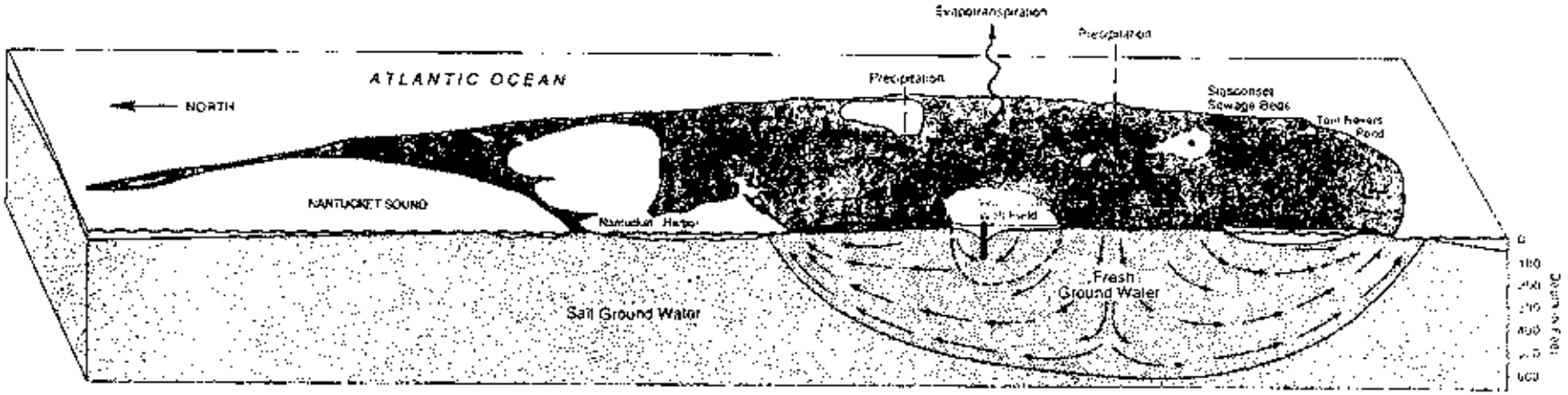
A-8.2 Waterfront lands.

A-8.3 Yard space, gardens and other private open spaces felt to be important to the visual and historic character of the community's villages.

Objective A-9

Federal and State Assistance

To enlist the assistance of Federal and State open space agencies in the quest to implement these objectives.



Generolized cross-section showing the water resources of the Island of Nantucket.
The lens of fresh ground water floats on top of salt ground water due to the density difference between salt and fresh.
(Courtesy Nantucket Land Council, Inc.)

GOAL B:
PROTECTION OF WATER RESOURCES

The Issues

There continues to be serious concern about the long-term cumulative effects on the quality of the Island's drinking water due to a heavy reliance on untreated on-site septic systems for most future development. The protection of public water supply wellfields and leachate control at the sanitary landfill are also concerns. Townspeople have learned a great deal about the nature of their finite water resource over the past decade, but further objective, scientific study is necessary if the Island is to reach its stated objectives. It is time to refine and add to the tools that have been developed to protect the community's sole source aquifer.

Concern about water quality in the community's harbors and ponds has increased since the adoption of the 1983 Goals & Objectives. Residents continue to worry about violations of Federal and State discharge laws by pleasure boats during the summer which could seriously threaten bathing and shell-fishing in parts of the harbor. But they are also worried about stormwater runoff, leaky sanitary sewer pipes, the use of fertilizers and pesticides, and reliance on-site septic systems near harbors and ponds.

GOAL B:
PROTECTION OF WATER RESOURCES

To protect the quality and quantity of the Island's ground and surface water resources.

Objective B-1
On-Site Septic Systems

To control the location, density, and design of on-site septic systems in unsewered areas in order to reduce threats to ground and surface water quality caused by their long-term cumulative use.

B-1.1 Complete a **nitrogen/phosphorus loading study** for the Island in order to improve our understanding of the relationship between the use of on-site septic systems and the quality of ground and surface waters.

B-1.2 Base **lot area regulations** for septic systems on performance standards, such as nitrogen loading limits related to anticipated effluent flows for proposed land uses.

B-1.3 Maintain a **public education** effort to keep the public informed about the proper care and maintenance of on-site septic systems.

B-1.4 Develop standards designed to limit disposal of potentially **hazardous materials** in septic systems.

B-1.5 Require septic system **inspections** at the time of property conveyance.

Objective B-2
Solid Waste Management

To significantly reduce the threat of leachate contamination of ground and surface waters attributable to current solid waste management practices.

B-2.1 Employ improved **solid waste management techniques**, including:

- o Source segregation and reduction
- o Composting
- o Off-Island hauling of recyclables
- o Greater separation of refuse from ground and surface water
- o More thorough final cover with impervious materials.

B-2.2 Develop and implement **a plan**, including a strong public education component, for safely disposing of **household and commercial hazardous** wastes.

B-2.3 Continue a program of ground and surface **water quality monitoring** in the area of the sanitary landfill.

B-2.4 **Phase out** over time the existing sanitary landfill operation and practices in favor of a more environmentally safe and cost effective technology.

Objective B-3
Public Sewer Facilities

To provide public sewer collection facilities in designated village areas and designated aquifer protection districts, consistent with the village concept (see C-3) and need to protect wellhead and aquifer protection districts (see B-5); provide sewage treatment capacity capable of accommodating growth occurring in village areas and aquifer protection districts over the next twenty years; and provide adequate resources for annual operating and maintenance of these facilities based on reasonable user fees.

B-3.1 Prepare a revised **Wastewater Facilities Master Plan** pursuant to section 201 of the Clean Water Act.

B-3.2 Incorporate sewage collection and treatment facility improvements in the **Capital Improvements Program** of the Town.

B-3.3 Implement a **sewer system investment charge** to be applied to new development to help offset the public costs of sewer collection and treatment improvements made necessary by future growth.

B-3.4 Develop prudent local policy and regulations for the use of **on-site package treatment plants** in anticipation of the State ending its present moratorium on these facilities.

B-3.5 To **acquire sewer collection facilities** installed by and owned by the private sector provided said facilities meet the Town's specifications.

Objective B-4
Harbor and Pond Management

To protect water quality in the Island's harbors and ponds in order to assure a viable shell-fishery, a sound recreation base, and to protect public health.

B-4.1 Promote public awareness of and vigorously enforce existing State, Federal and local regulations regarding **discharge of raw sewage** into the harbor by boats; to provide adequate sewage **pumpout facilities** in Nantucket and Madaket Harbors.

B-4.2 Develop and carry out a comprehensive, on-going program of **surface water quality monitoring**, including an effort to detect signs of stress to marine and freshwater organisms and aquatic vegetation.

B-4.3 Take the following actions with respect to **storm drainage and runoff**:

- o Identify **sources** of pollution that may be entering harbor or pond waters from storm drainage facilities and surface runoff and take action to redirect or treat these sources of pollution.
- o Amend **standards** for storm drainage facilities installed near harbors and ponds.
- o Maintain a **vegetated buffer** along the edge of harbors and ponds whenever possible.

B-4.4 Study the relationship between on-site **septic systems** and pond and harbor water quality; take actions leading to the elimination of Water quality problems attributable septic systems.

B-4.5 Educate the public concerning the use of **fertilizers and pesticides** near harbors and ponds; maintain chemical-free buffer areas near surface waters.

B-4.6 Maintain an **oil spill response** capability with guidance provided by an Oil Spill Contingency Plan.

B-4.7 Monitor and develop **management** practices for concentrations of **water fowl** in ponds.

B-4.8 Develop a sound **management plan** for opening **the great ponds** to the sea.

B-4.9 Pursue an **open space program** that includes strategic acquisitions of land, easements, or restrictions which serve to protect surface water quality

B-4.10 Prepare a **Harbor Management Plan** for Nantucket, Madaket, and Polpis Harbors (see F-2.3).

Objective B-5
Public Water Supply

To provide public water service to designated village areas (see C-3); and to take actions to protect wellhead and aquifer protection districts from contamination.

B-5.1 Incorporate public water supply wells, pumping, storage, and distribution improvements in the **Capital Improvements Program** of the Town.

B-5.2 **Protect existing and potential well-fields** from possible contamination by taking the following actions with respect to well-head and aquifer protection districts:

o Identify and acquire **new well-head sites.**
o Identify and map **well-head and aquifer protection districts** for existing and future public wellfields based on sound hydro-geologic data.
o Provide **sewer collection facilities** in existing and potential wellfield areas and prohibit the use of package treatment plants (see B-3.4).

o **Regulate activities and structures** that might contaminate public water supplies, including, but not limited to:
- Underground fuel tanks
- Fuel tank farms and pipelines
- Storage and use of pesticides, herbicides, and fertilizers
- Other potentially hazardous uses

o Adopt special **performance standards for on-site septic systems** proposed to be located within these areas, based on reasonable hydro-geologic information derived from sound scientific evidence.
o Adopt improved standards for recharge basins and other **drainage facilities** within new subdivisions, major commercial developments, and for Town road improvement projects.
o **Acquire** key undeveloped land for aquifer protection.
o Maintain a continuous **public education** effort directed at residents and businesses in these areas.
o Develop a **hazardous materials spill contingency plan**, designating the Fire Department as the lead agency; train personnel in land spill cleanup practices.

o Maintain a continuous program of water quality **monitoring** at existing and potential public wellfields.

B-5.3 Implement a **water facilities impact fee system** to be applied to new development to help offset the public costs of public water facilities.

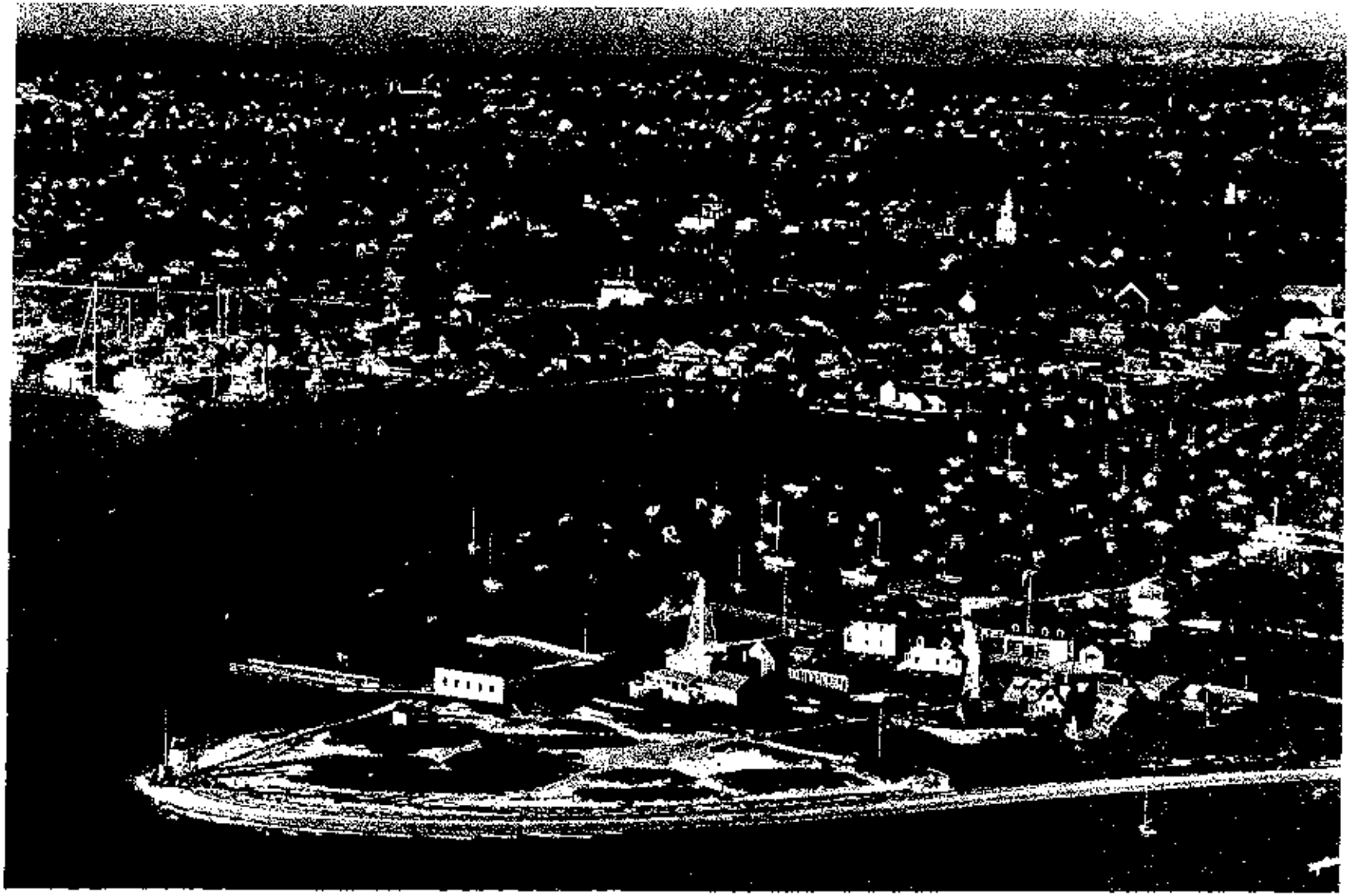
B-5.4 **Expand distribution systems** into designated village areas, including the establishment of independent satellite systems in such areas.

Objective B-6
Water Quality Monitoring

To establish and maintain a continuous water quality monitoring program as an early warning system for groundwater contamination.

Objective B-7
Special Areas

To take special steps to identify and quantify ground water problems in special areas such as Madaket, Quidnet, Wauwinet, and other locations where intensity of use is high and the fresh water lens is thin; to develop cost-effective strategies for managing the resource in these special areas, involving both structural and non-structural methods.



GOAL C:
GROWTH MANAGEMENT

The Issues

Since the adoption of the original Goals and Objectives in 1983, Nantucket experienced a real estate boom of enormous proportions. Real estate prices escalated at an average annual rate of 14 percent. It was a period of frenetic buying and selling involving over seven thousand real estate transactions. Over one billion dollars worth of land and improvements changed hands. The boom was accompanied by a rapid rate of residential and commercial construction.

The number of homes built on Nantucket since 1983 was 1,430, the vast majority of which were second homes. This was about half the number of homes built on Martha's Vineyard, or in the towns of Mashpee, Barnstable, or Falmouth on the Cape during the same period. But this fact may provide little solace to Nantucket residents who continue to be concerned about the rate and the location of residential growth. Although the community has managed to preserve an additional 2658 acres of outlying heathland and moors during this period, large-lot, suburban-type residential developments continue to seriously threaten out-of-town moorlands and waterfront lands, both of which are important to the Island's scenic and economic future. Most of these new homes, and the 400 to 500 new buildable lots per year that accompany them, are likely to be heavily automobile-dependent due to their out-of-town locations.

There is little question that conventional tools, such as large-lot zoning and traditional subdivision regulations, have produced an out-of-town development pattern that conflicts with the traditional pattern of concentrated village settlements, so much a part of Nantucket's history. It blurs village identity and distinction and threatens to make most of the Island a large suburban sprawl. In short, the village concept, so much a centerpiece of the 1983 Goals and Objectives document, has been elusive, at best. This problem has been compounded further by inadequate enabling legislation for planning, zoning and subdivision control in the Commonwealth.

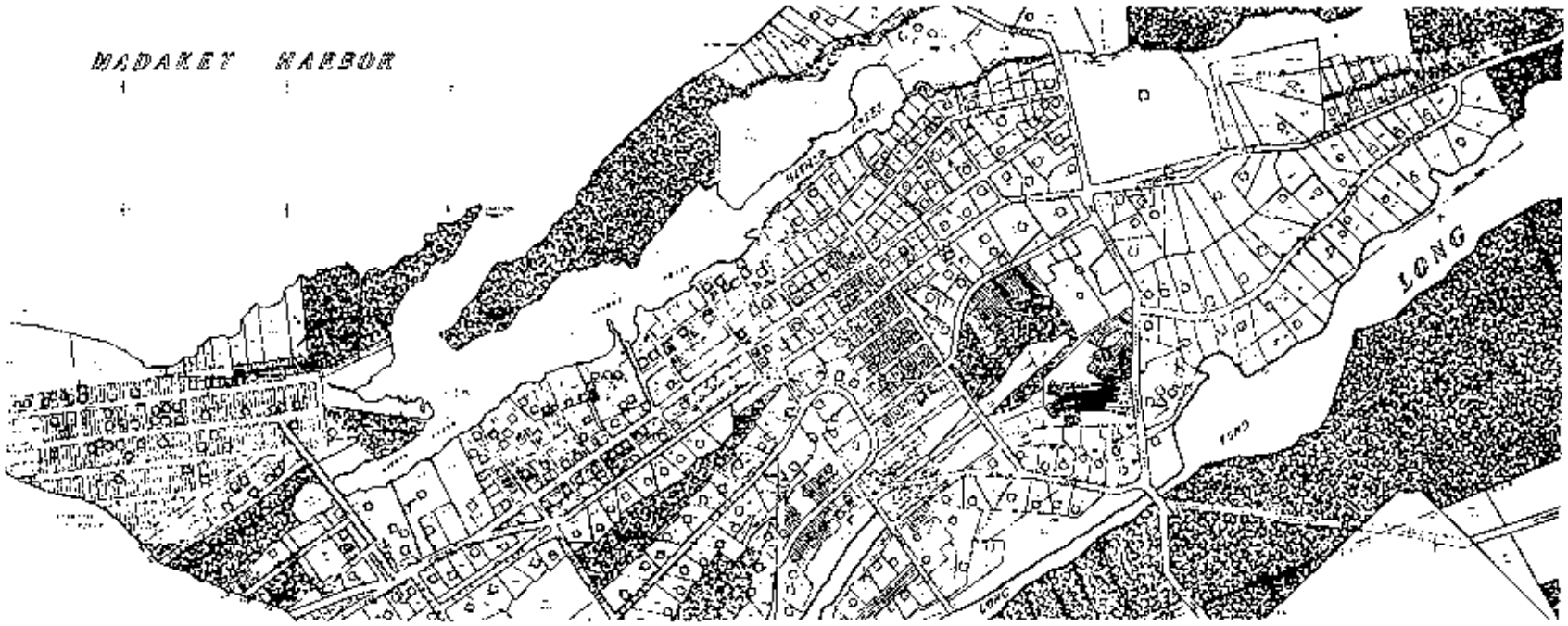
Commercial development, which most agree is driven by demand created by residential growth, has continued to expand both downtown and out-of-town. It is the outlying retail and service development that continues to concern townspeople the most. Much of it is scattered widely. While some has been tastefully designed, some has not, resembling non-traditional, off-Island, suburban patterns most of us love to hate. Such development threatens the vitality of the central business district, especially off-season, and is automobile-dependent. While there is a need for additional commercial expansion, the expansion that does occur should be properly designed and located.

Recent rough estimates of the land capacity of Nantucket, given existing zoning, and the assumption that every developed lot would contain two dwelling units, look like this:

Dwelling units now existing	6,000
Potential added units on now-developed lots	5,000
Potential units at 2 per lot	14,000
Total dwelling units	25,000

While it is true that private restraint and conservation efforts may moderate these figures somewhat, the point is that a level of activity even remotely approaching these figures is clearly not supportable. The development community and preservation interests alike find it difficult to imagine what Nantucket would be like with even a doubling of the existing housing stock. Certainly they would agree that Nantucket's character and quality of life would change.

The challenge for the 1990s is to develop a fair way to gently throttle back this level of activity without causing serious dislocations to our local economy. There is little question that if Nantucket residents are serious about promoting the village concept and allowing a supportable level of residential building, they must come to agreement soon about enacting new, more innovative and flexible growth management tools. This can only happen through an open exchange of ideas between *all* interested members of the community. We would all benefit from a group effort to create an objective and clear Comprehensive Plan for the Island.



GOAL C:
GROWTH MANAGEMENT

To better manage the design, location and rate of new residential and commercial development in a manner that ...

Protects important natural and cultural resources;
Encourages development in or near village centers;
Promotes and preserves the vitality of the downtown;
Is compatible with the Island's historic character;
Minimizes dependence upon the automobile; and
Creates opportunities for affordable housing.

Objective C-1
Comprehensive Plan

To prepare a Comprehensive Plan which objectively identifies problems and opportunities in the community, describes a publicly supported long-range vision, and makes prudent recommendations for consideration by public and private decision-makers. The Plan should be comprehensive in scope and should include both a policy and spatial dimension. It should consist of the following three basic components:

C-1.1 An accurate and objective description of existing conditions and trends in the form of text, graphics, and maps, which addresses the following topics:

- o Land Use
- o Water Resources
- o Economic Development
- o Housing
- o Population
- o Habitats
- o Harbors
- o Roads
- o Utilities
- o Public Transportation
- o Municipal Finance
- o Human Services
- o Historic Resources
- o Utilities
- o Solid Waste

C-1.2 A statement of Goals and Objectives for Balanced Growth which should serve as a publicly-accepted, long-range policy statement for the community.

C-1.3 A series of functional plans addressing specific areas of concern. Functional plans should be consistent with the first two sections of the Plan and should include the following:

- o Wastewater Facilities Plan
- o Oil Spill Contingency Plan
- o Capital Improvements Program
- o Bike Path Master Plan
- o Road Improvement Program
- o Other plans as appropriate
- o Harbor Management Plan
- o Open Space Plan
- o Transit Development Program
- o Land Use Management Plan
- o Housing Master Plan

Objective C-2

Legal Basis for the Plan

To seek special legislative authority so that the Comprehensive Plan is given explicit legal standing as a basis for regulatory and community facility actions, and providing greater strength in the event of legal challenge.

Objective C-3

The Village Concept

To create a land use management system designed to guide future development into or near designated "growth areas" consistent with the Island's historical settlement pattern and within reach of infrastructure, while discouraging development in designated "low-growth areas".

C-3.1 Map "growth areas" including existing or proposed villages plus adequate area around them for contiguous expansion, subject to the approval of the voters.

C-3.2 Map "low-growth areas" including lands outside designated "growth areas", subject to the approval of the voters.

C-3.3 To loosen or strengthen, as the case may be, police power regulations (zoning, subdivision control, health regulations, etc.) to more adequately guide growth into designated "growth areas" and away from designated "low-growth areas".

C-3.4 To create compensatory incentives which reward private landowners for making decisions that are consistent with the village concept.

C-3.5 To establish an Island-wide open space system that promotes the village concept (see Goal A).

C-3.6 To allow modest, compatible convenience store facilities to be established in or near existing villages not now served by such facilities in order to reduce vehicle trips.

Objective C-4

Adjustable Buildout Ceiling

To establish a fair and effective Adjustable Buildout Ceiling mechanism as an adjunct to existing zoning controls. The system would be based on the premise that it is possible for townspeople to reach agreement about how much future growth is environmentally supportable and acceptable in its impacts on the quality of life. The mechanism would be an integrated development location and timing device intended to promote a village-centered settlement pattern. The system would include the following components:

C-4.1 The system would have the voters of Nantucket (a) set the buildout ceiling, defined as the acceptable remaining residential capacity of the Island (in dwelling units) and (b) set the annual allotment, defined as the maximum portion of the remaining residential capacity released each year. The annual allotment would be determined separately for designated "growth areas" and "low-growth areas". The ceiling and annual allotment could be set so that in the beginning years the level of activity would approximate current levels.

C-4.2 There would be an opportunity to adjust the ceiling and the annual allotment every five years by the voters, in light of new conditions and changing attitudes.

C-4.3 An objective, non-discretionary point system for ranking residential building permit applications would be established for those periods when applications for permits exceed the limits of the ceiling. The point system would include performance criteria consistent with the village concept.

Objective C-5

"Strip" Commercial Development

To develop guidelines that strongly discourage the type of out-of-town commercial development along principal roadways that typically involves unbroken stretches of asphalt or stone parking lots set between commercial buildings and the road, unlimited vehicle access, poor or non-existent landscaping and poorly planned siting of structures.

C-5.1 Improve the Town's **design guidelines** for major commercial developments (MCDs).

C-5.2 Develop a **site plan review process** for commercial developments that are not MCDs.

C-5.3 Prepare a **Special Area Plan** for lands zoned commercial along Old South Road in order to better guide future commercial development there.

Objective C-6
Central Business District

To promote and protect the economic vitality and historic integrity of the Island's Central Business District (CBD).

C-6.1 **Restore and beautify public spaces** in the CBD including brick sidewalk work, street furniture, signage, tree planting and maintenance, street curbing, and drainage rehabilitation, public open spaces, and scenic views, in cooperation with private sector initiatives.

C-6.2 **Evaluate the amount and location of land zoned commercial** on the Island in conjunction with projections of need for, and location of, various types of commercial development in the future.

C-6.3 Create incentives designed to retain existing **year-round businesses** in the central business district and to encourage new year-round businesses to locate there.

C-6.4 Encourage **future visitor accommodations** to be located within easy walking or cycling distance of village centers.

C-6.5 Give **design guidance** to those property owners wishing to rehabilitate their storefronts.

C-6.6 Continue the phased program for **burying overhead utility lines** in the central business district coordinated with road construction and sewer rehabilitation.

C-6.7 Study **off-street parking requirements** applicable to the downtown to determine the degree to which existing rules should be modified to avoid damage to scenic and historic resources; study the issue of downtown parking garages.

C-6.8 Working closely with landowners and Town boards, prepare a **Special Area Study for waterfront lands** lying between the Creeks and Brant Point which might lead to public/private cooperative efforts for better layout and design of future development in this area.

C-6.9 Continue efforts to make the central business district **barrier free** for handicapped persons.

C-6.10 Develop **alternative ways to get downtown** other than the personal automobile.
- o Shuttle bus system with remote parking.
- o Improved bicycle access

C-6.11 Consider the use of **underutilized upper story space** in the central business district.

Objective C-7
Protection of Environmentally Sensitive Areas

To manage the siting of new residential and commercial growth in a manner that protects the following critical environmental resources and unique and fragile landforms:

C-7.1 **Marshes, ponds and estuarine systems.**

C-7.2 **Barrier Beaches, active dunes and open beach.**

C 7.3 **Hurricane flood-prone areas.**

C-7.4 **Prime agricultural lands.**

C-7.5 **Wellhead protection zones and aquifer recharge areas**

C-7.6 **Endangered species habitat**

C-7.7 **Scenic views**

Objective C-8

Historic Preservation, Architectural Design, and Cultural Landscape Protection

To provide more comprehensive protection for Nantucket's rich architectural heritage and unique cultural landscapes, involving broader participation in preservation advocacy by public and private interests.

C-8.1 Maintain an effort to **survey and document** Nantucket's architecture and historic resources to establish baseline data important for future planning and policy.

C-8.2 Develop **land use and zoning measures** which are more reflective of the traditions and character of historic village centers and outlying rural areas.

C-8.3 Improve the community's **ability to minimize damage** to historic resources caused by **demolition or neglect.**

C-8.4 Encourage the use of **preservation easements** with the cooperation of the land-owner to help preserve important assets accessory to historic structures, such as gardens, scenic settings, and access.

C-8.5 Revise Nantucket's architectural guideline, ***Building with Nantucket in Mind***

C-8.6 Develop a program of **heritage education** for school children and for adults.

C-8.7 Develop a **project review procedure** that better facilitates consistency and coordination between the HDC and other boards having jurisdiction over a project.

C-8.8 Expedite the HDC approval process by **allowing administrative approval** at the staff level for minor revisions to existing structures and other simple proposals.

C-8.9 **Expand the bounds of "Old and Historic District"** in order to protect the historic integrity of older neighborhoods. district.

Objective C-9

Good Design for Major Developments

To strongly encourage the design, siting and layout of major development that is complimentary to the existing natural and built environments of the Island, that protects health and safety, and that is consistent with sound planning practice.

To accomplish this objective, the community should move toward a more flexible land use management system in which the developer, the public and Town boards work as partners, rather than as adversaries, to reach agreement about the layout of lots and streets, and the design, location and use of buildings, in new residential and commercial areas. The aim is to create livable neighborhoods in keeping with Nantucket's best historic and aesthetic traditions.

C-9.1 Residential **Cluster Development** should be made to be a more attractive development alternative. To accomplish this, the Town should consider modifying the cluster option in the following ways:

o Allow it more than just the LUG districts
o Reduce the 10-acre minimum tract size
o Clarify decision criteria through the use of a guidebook
o Allow the use of non-contiguous parcels for required open space
o Provide for phased construction
o Encourage a wider variety of housing types
o Allow limited neighborhood commercial uses
o Allow more flexibility in structure siting
o Provide incentives for affordable housing
o Allow for an appropriate street system
o Streamline the permit process

C-9.2 Encourage design excellence through the establishment of a more flexible, innovative process for the review and approval of major residential developments (MRDs). The review and approval process for MRDs should seek to accomplish the following:

o Encourage more predesign contact between the applicant, and board members and staff
o Make MRD's a special permit in order to allow lot size, frontage,setback, use, and structure type flexibility
o Make approval criteria explicit
o Allow a density or phasing bonus for preserving open space or for providing affordable housing
o Allow limited non-residential uses
o Allow attached housing under certain conditions
o Allow non-contiguous parcels to be made part of a single application with respect to their obligation to provide open space or affordable housing
o Require an impact analysis, comparing the plan with an alternative plan
o Facilitate ConCom and HDC input in the preapplication phase
o Have the Town accept roads as public ways
o Have the Town hire a full-time engineer
o Seek State authority for the use of development agreements
o Allow vesting rights to be established by agreement

C-9.3 Design guidelines for Major Commercial Developments (MCDs), which now exist as separate regulations of the Planning Board, should be incorporated into the Zoning Bylaw by vote of Town Meeting.

Objective C-10

Impact Fees

To create a development approval process that requires major developers to include in their plans public and private improvements, open space, affordable housing employee housing, facilities and services, and other amenities in a manner and degree related to the size, character, and expected impacts of such development, and directly related or caused by that development.

GOAL D:
TRANSPORTATION

The Issues

Increases in traffic and parking problems continue to concern Island residents. The number of motor vehicles on the Island, traffic counts on major roadways, and the number of vehicle-trips made each day continue grow as the number of dwelling units grows. Traffic is a problem that many rapidly growing communities face. It is clear, however, that conventional approaches to traffic and parking problems should not be applied to Nantucket.

Some communities respond to increasing auto traffic by building more street and parking capacity. They may widen country roads, add turning lanes, construct by-passes, build parking garages, and install traffic lights and parking meters. Nantucket should not, and in fact cannot, pursue these courses of action and still retain its rural and historic character. There simply is not sufficient space around Nantucket's villages to widen roads, add turning lanes, and build parking lots. Outside the villages, where there may be enough space to accomplish such "improvements", road and intersection widenings, and the addition of traffic lights, would fundamentally alter the character of the community.

Nantucket should protect the values and attributes that make it a valued outpost for those living in the mainstream of metropolitan America. One of Nantucket's principal roles, in the greater scheme of things, is to provide a quiet, rural, scenic, and historic setting within which visitors can recharge and refresh their souls. This role would be greatly impaired if the Island pursues a transportation policy such as those pursued on the mainland. The Island's role as a special place to come to is an important foundation for the future health of the tourism industry.

Nantucket's transportation challenge for the next twenty years is to try to de-emphasize structural solutions to its growing traffic and parking problems whenever possible. This means seeking to minimize the number of cars on the Island and trying to minimize the actual use of cars once they are here. The principal mechanisms suggested for accomplishing this goal are to:

(a) Shorten distances between trip origins and destinations by promoting a village-centered settlement pattern;

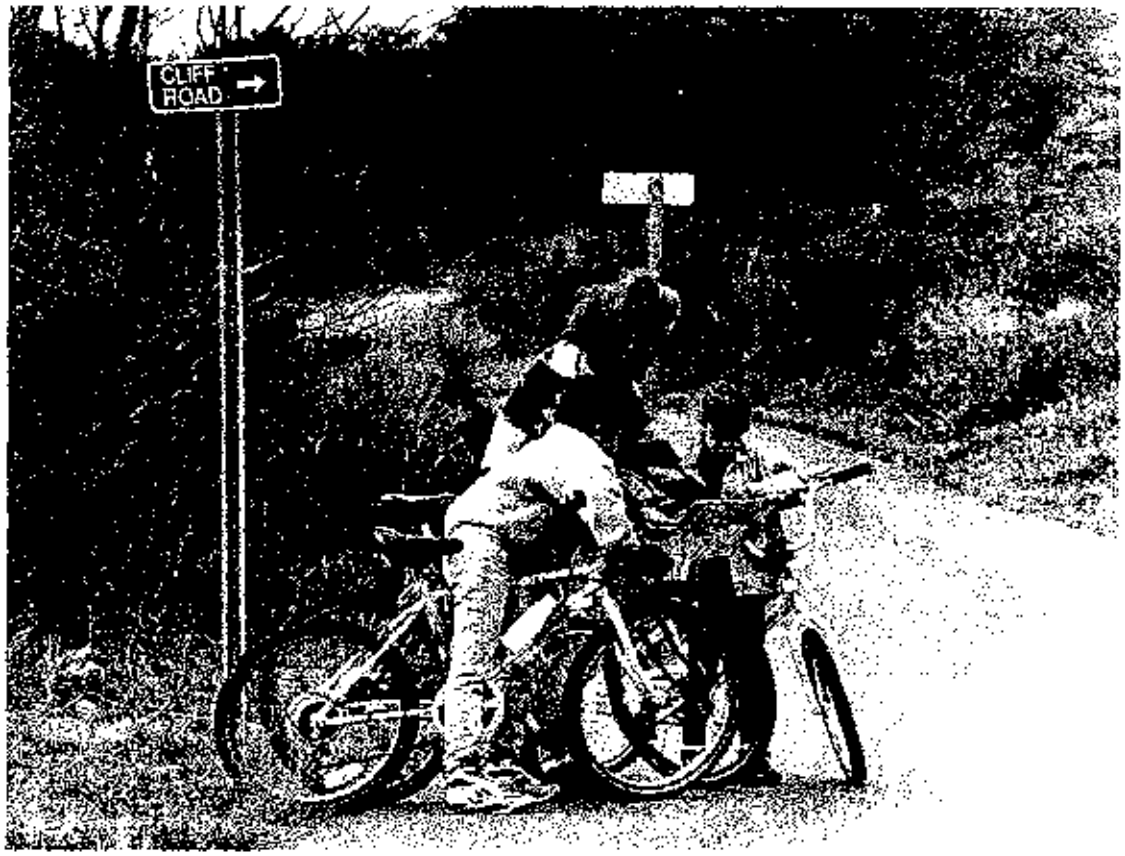
(b) Offer a broad array of alternative transportation modes to the traveling public;

(c) Gently throttle back the ultimate number of dwelling units that could be built on the Island;

(d) Ultimately, find an equitable and legal way to limit cars coming on-Island; and

(e) Create alternatives for parking in the downtown area.

A comprehensive system of interactive solutions is suggested. The approach is based on the notion that no single measure alone is capable of solving the Island's transportation problems. What is suggested is the implementation of a multi-faceted, 20-year transportation plan tied to a capital improvements program.



GOAL D:
TRANSPORTATION

To provide a transportation system that will move people and goods to, from, and around the Island in a way that is safe, convenient, economical, and consistent with the Island's historic, scenic, and natural resources.

Objective D-1
Minimize Future Automobile Dependence

To minimize future automobile related problems such as traffic congestion, parking problems, air pollution, energy consumption and the safety of individuals as drivers, pedestrians, cyclists and moped operators, by seeking to minimize dependence upon the automobile, especially during the summer season.

D-1.1 Shorten distances between trip origins and destinations in two ways:
- o By promoting the village concept (see C-3)
- o By allowing mixed-use development in appropriate areas.

D-1.2 Maintain a public information effort to encourage visitors to leave on the mainland all but absolutely necessary vehicles.

D-1.3 Develop a broad range of convenient, affordable, and safe alternatives to the personal automobile for getting around the Island.

D-1.4 Reach agreement with the Steamship Authority about limiting growth in car capacity on the boat during June, July and August.

D-1.5 Seek to stabilize the number of rental cars available on the Island.

D-1.6 Implement an Adjustable Buildout Ceiling System (see C-4)

D-1.7 Develop a long-range strategy for limiting the number of cars coming to the Island.

Objective D-2
On-Island Public Transportation

To implement a public transportation system incorporating the needs of the elderly, the handicapped, school children, summer visitors, and the year-round community, relying upon the public and private sectors to operate the system.

D-2.1 Support the Island's fleet of taxis.

D-2.2 Investigate the feasibility of licensing operators to run jitney van services along heavily travelled routes.

D-2.3 Further define the role and membership of the Nantucket Regional Transit Authority.

Objective D-3

Bulk Freight, Heavy and Oversized Vehicles

To accommodate the need for bulk delivery of commodities to the Island in a manner which is cost-effective and in keeping with the character of the community.

D-3.1 Provide a permanent harborfront facility to off-load bulk freight, such as stone and gravel, fuels, shell- and fin-fish, and the like.

D-3.2 Develop incentives and/or regulations to encourage the use of smaller and lighter trucks on the Island for certain types of commodities. Provide a legitimate truck route for those vehicles that, by reason of their commodity type, cannot be smaller or lighter.

D-3.3 Investigate the pros and cons of implementing time-of-day regulations for downtown deliveries.

Objective D-4

Off-Road Vehicle Abuses

To develop an equitable and enforceable means to control off-road vehicle abuses on public and private property which threaten the visual and natural integrity of the Island's beaches, dunes, and moors, and which pose a serious safety hazard for visitors and residents alike.

Objective D-5

Traffic Engineering, Road Construction, and Maintenance

To rely upon road design and traffic control approaches which maximize public safety and are consistent with the community's small scale, its physical limitations, and fragile natural and built environments.

D-5.1 Avoid conventional traffic and road construction solutions which typically seek to accommodate increases in traffic flows through street widenings, the installation of turning lanes, bypasses, 3- and 4-lane improvements, traffic lights, and the straightening of country roads.

D-5.2 Require narrow country roads, rather than wide suburban-type roads, in low-density, out-of-town subdivisions where streets serve a small number of homes.

D-5.3 Require a street configuration for subdivisions in or near villages which is consistent with historic village patterns; avoid suburban-type curvilinear patterns in these areas; continue to encourage a pattern of connected streets.

D-5.4 Begin to accept streets in new subdivisions as public ways when they are shown to be constructed to Town specifications.

D-5.5 Develop regulations to preserve the scenic integrity of the Island's four designated scenic roads:
- o Madaket Road
- o Polpis Road
- o Milestone Road
- o Cliff Road

Objective D-6

Bicycle Paths

To construct and maintain an Island-wide system of bicycle paths in accordance with the community's Bike Path Master Plan.

D-6.1 Acquire rights-of-way and construct the following Class I bike paths over the next twenty years:
- o Polpis Road (south side), from Milestone Road to Siasconset
- o Old South Road (north side), from the Rotary to Nobadeer Farm Road
- o Nobadeer Farm Road (east side), from Milestone Road to Old South Road
- o Eel Point Road (north side), from Madaket Road to Dionis Beach Road
- o Railroad right-of-way between Washington Street Extension and Orange Street
- o Bartlett Road (south side), from Somerset Road to Surfside Road
- o Vesper Lane (north side), from Hummock Pond Road to Surfside Road
- o Sparks Avenue (south side), from Surfside Road to the Rotary

- o Connect the Surfside Bike Path to the Madaket Bike Path after having studied alternative routes.
- o Hummock Pond Road/Milk Street (west side), from Ocean to Quaker Road
- o Fairgrounds Road, from Surfside Road to Old South Road

D-6.2 Prepare an **in-town bike route plan** which addresses the problem of bicycle traffic travelling between the core district and the beginnings of the major bike paths on the outskirts of town.

D-6.3 Include **bike path right-of-way acquisition** and construction activities in the Town's **capital improvements program**.

D-6.4 Coordinate the Town's efforts to construct bike paths with those of **private developers** who are required to construct on-site and off-site bike paths as a condition for approval; and supplement State and Town funds for bike path right-of-way and construction activities with impact fees levied against new developments which do not build off-site paths.

D-6.5 Promote safe cycling by publicizing traffic laws which apply to bikers; help drivers to be aware of bikers' rights and needs.

Objective D-7
Pedestrian Facilities

To improve opportunities for walking throughout the community.

D-7.1 **Eliminate barriers to the handicapped** on existing and proposed sidewalks and to and within buildings accessible to the public.

D-7.2 **Install sidewalks** in areas around the periphery of downtown which are now inadequately served.

D-7.3 Begin to plan a system of **walking trails** over public and cooperating private lands which would enable a pedestrian to walk the Island from shore to shore.

D-7.4 Identify **"problem intersections"** where pedestrians and cyclists have difficulty with auto traffic; develop alternative solutions to these problems.

Objective D-8
Parking

To provide reasonable parking opportunities accessory to downtown and out-of-town residential and commercial growth which are consistent with anticipated demand and with the limits of the natural and built environments.

D-8.1 Revise the Town's parking requirements for **downtown parking** so that there is a better balance between the need to accommodate parking demand and the need to protect in-town open spaces and historic resources.

D-8.2 Revise the Town's requirements for **out-of-town parking** so that the number of off-street spaces required is more reasonably related to anticipated demand.

D-8.3 Revise the Town's **design standards for parking facilities** and require site review prior to construction.

D-8.4 Continue to evaluate alternative **parking permit systems** for the downtown area.

D-8.5 Vigorously enforce existing parking regulations

D-8.6 Establish **peripheral parking areas** in order to provide additional parking options to those wishing to come downtown without their car.

Objective D-9
Off-Island Transportation

To move people and goods on- and off-Island in a manner which is safe, convenient, affordable, and consistent with other goals and objectives of the community.

GOAL E:
AFFORDABLE HOUSING

The Issues

The rapid escalation of Island real estate prices during the 1980's has made affordable housing one of Nantucket's most immediate areas of concern. Residents find themselves wondering whether they can afford to stay on the Island. Employers and public officials ask whether a healthy economy and balanced community structure can be maintained when housing prices are beyond the grasp of many residents. The fact that there is a sizeable group of our neighbors and friends who do not have a permanent place of abode is something that concerns us all.

Since the adoption of the 1983 Goals and Objectives document, various public and private groups on Nantucket have directed their efforts toward the creation of affordable housing. This cooperative, multi-faceted approach is based on the notion that no single strategy can be expected to succeed by itself. It also underscores the idea that any successful housing program must involve a working partnership between public and private efforts.

The emphasis in the 1983 document was on the construction or rehabilitation of rental, owner-occupied, and seasonal housing. Increasing the number of affordable housing units remains the chief goal of housing efforts in the community. But a sound housing strategy should involve much more than just physical construction of needed housing units; residents have suggested the following:

(a) Retaining *existing* housing stock at affordable levels
(b) Doing an accurate survey of housing need
(c) Understanding the social aspects of the need for housing
(d) Streamlining the permit process for housing production
(e) Keeping the public informed; listening to public opinion
(f) Offering incentives to private developers to incorporate reasonably-priced homes or homesites in their plans
(g) Incorporating affordable housing into the historic and aesthetic fabric of the community
(h) Making sure affordable housing stays affordable for the long term
(i) Assuring that affordable housing goes to people who really need it.

These and other ideas have been incorporated into the Goals and Objectives document and point to the need for a comprehensive Housing Plan for the Island.

GOAL E:
AFFORDABLE HOUSING

To promote the development and retention of affordable housing for families, individuals and the elderly

Objective E-1
Siting Affordable Housing

To create and maintain affordable housing units in dispersed locations throughout the Town.

Objective E-2
Conserving Existing Housing Stock

To conserve the Island's existing stock of reasonably-priced, year-round, owner-occupied and rental housing.

E-2.1 Develop strategies designed to encourage the retention of year-round, owner-occupied housing units in the Island's housing stock; investigate the following policy issues:

- o Tax policy
- o Estate planning techniques
- o Supplemental income
- o Home health care
- o Financing options
- o Utility assistance
- o Home repair and maintenance

E-2.2 Encourage property owners to continue to offer units for rent rather than converting them to seasonal units, and to encourage others to convert their seasonal rental units to year-round units made available at affordable rates; investigate the following concepts:

- o Tax policy
- o Financing
- o A listing service
- o Increasing public awareness

Objective E-3
Incentives for Production of New Housing

To create incentives leading to the production of new units of rental and owner-occupied housing, provided that the housing is made available to eligible year-round residents at affordable prices over the long term.

E-3.1 Investigate the following measures intended to drive down the cost of land per unit of housing:

- o Density bonuses in appropriate areas in exchange for housing units or home sites, consistent with the village concept (see C-3) and the ability of the community to provide supporting infrastructure.

o Housing land bank
o Creation of "flag lots" in approval required subdivisions. ("Flag lots" are lots which have only enough road frontage to provide a driveway to gain access to the home site which is located behind the adjacent lot.)
o Conveying tax title parcels held by the Town to the Housing Authority, or other public or private housing production entity, when those parcels have no conservation value.
o Low-cost land leases/purchase options to make lands held by public entities available for owner-occupied housing.

E-3.2 Seek to drive down the cost of construction per unit of housing; investigate the following measures.

o Conversion of single-family homes to two-family dwellings under appropriate conditions.
o Attached housing in major residential developments and major commercial developments (see C- 9).
o Inclusionary housing requirements for residential and mixed-use developments.
o "Sweat equity" housing where first-time home buyers may choose to band together to help each other self-build some components of their new home.

E-3.3 Seek to drive down the long-term operating costs of housing; investigate the following measures.

o Energy conservation measures
o Use of low maintenance materials and construction practices
o Installation of efficient, economical utilities.

E-3.4 Consider the implementation of a number of procedural incentives intended to attract the private sector to the affordable housing market:

o More flexible land development code leading to a more efficient use of the land, preservation of sensitive resources, and a balanced mix of dwelling unit types and prices.
o Use of a phased growth waiver conditional on a developer designing into a plan an acceptable affordable housing component.
o Streamline and clarify the permitting process for projects involving affordable housing efforts.
o Provide improved up-front layout and design guidance to the development community for projects involving affordable housing.
o Consider allowing separate ownership of multiple housing units located on a single lot when permanently affordable housing is involved.
o Pursue grant funds, rental assistance commitments, mortgage subsidies, and other forms of outside financial assistance.

Objective E-4
Housing Need

To quantitatively and qualitatively describe the need for year-round, rental and owner-occupied housing, and for seasonal worker housing.

E-4.1 Conduct an objective and thorough housing needs survey .

E-4.2 Analyze housing needs data developed by the survey and prepare a profile of housing needs.

E-4.3 Describe the degree to which housing preferences described in the profile are out of line with a realistic appraisal of what a household's particular income can actually support, given existing housing programs and options.

E-4.4 Prepare a survey of seasonal workers to determine the need for seasonal housing on the Island.

Objective E-5
Housing Master Plan

To prepare a comprehensive Housing Master Plan for the Island which describes housing need and presents a unified and coordinated approach to the provision of suitable year-round housing for all residents of the Island drawing upon the energies and resources of the public and private sectors.

Objective E-6

Administration, Coordination and Community Involvement

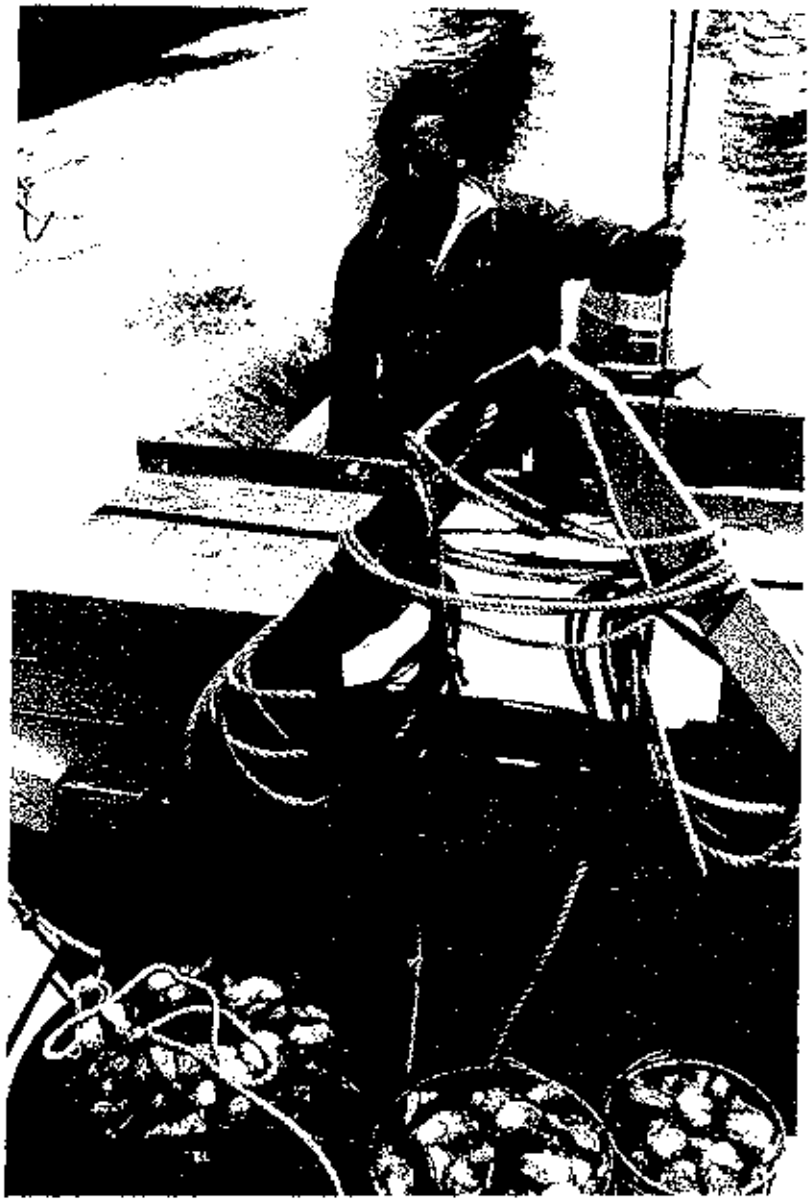
To coordinate and involve the efforts of all groups and individuals interested in improving the range of choices for housing on the Island.

E-6.1 **Support the efforts of all agencies, groups, and individuals** involved in helping to solve the affordable housing problem on the Island:

- o The Nantucket Housing Authority
- o Employers
- o Nantucket Community Services
- o Banks
- o The development community
- o The Nantucket Housing Partnership
- o Planning Board
- o Board of Appeals

E-6.2 Maintain a continuous effort to keep the **public fully informed** about the nature of the housing problem and the programs and resources available to help solve it.

E-6.3 Develop and administer effective and enforceable **guarantees** that affordable housing units remain affordable for the long term and are occupied by those who most need them.



GOAL F:
THE ECONOMY

The Issues

During the six-year period immediately following the adoption of the 1983 Goals & Objectives document, Nantucket experienced a nearly fully-employed economy. While communities in other parts of the nation, notably the midwest, were wondering how to invigorate their local economies, those in the northeast were experiencing a boom. On the Island, bolstering the local economy has not been an issue because the economy has been perking right along, largely due to a building and real estate boom.

By 1988, almost one in four persons in the resident labor market was involved in the construction trades -- almost a thousand workers. About eight percent of the resident labor force were licensed real estate brokers; an average of 5 real estate transactions were completed each business day over the past five years.

However, the cooling off of the construction and real estate markets in the closing years of the 1980s has dramatized the need to think seriously about the day when the community will have to rely to a greater extent on other activities for its economic well-being. While it is likely that the Island will experience additional periodic cycles in the construction and real estate markets in future years, it is clear that these sectors will become less dominant as Nantucket approaches full development.

Lest we overstate this case, most agree that, even at full development, construction will continue to be an important employer. Twenty or more years from now, it is likely that the trades will be busily involved with maintenance, modification, and rehabilitation and less involved with new construction. How the Island accommodates these fundamental changes in its local economy are important questions.

GOAL F:
HEALTHY YEAR-ROUND ECONOMY

To strengthen and diversify the year-round economy

Objective F-1
Protection and Enhancement of Tourism

To protect the economic integrity of the Island's principal, long-term industry -- tourism.

F-1.1 Nurture and protect the **image of the Island** as a pleasurable visiting experience by reason of its cultural heritage, scenic qualities, and small town atmosphere.

F-1.2 **Protect the very cultural and natural resources** that visitors come to the Island to enjoy (see A-1, C-4, C-5).

F-1.3 **Promote** and accommodate increases in visitor activity in **the "shoulder" seasons** (spring and fall); **minimize visitor increases during the peak summer season.**

F-1.4 Keep Island residents and workers informed about the **importance of the tourism industry** to the future health of the local economy; support programs that instill positive attitudes and skills in those involved in the "front lines" of the tourism industry.

F-1.5 Provide improved **public services**, particularly in the downtown area.

F-1.6 Seek to keep the **downtown business district** a vital, well-balanced mix of activities and businesses throughout the year (see C-6).

F-1.7 Improve opportunities for **reasonably priced housing** for summer workers employed in tourism-related activities (see Goal E).

Objective F-2
Long-Term Seasonal Resident Economy

To protect the values, attributes, and resources that make the Island a pleasurable experience for residents who live on the Island as second home owners or long-term renters on a less than year-round basis.

Objective F-3
Fishing Industry Redevelopment

To promote the expansion and redevelopment of the Island's local offshore, nearshore, and harbor fin-and shell-fish industries.

F-3.1 Prepare and implement a **Shellfish Management Plan** which will strengthen the Island's scallop industry as well as certain underutilized species such as quahogs, soft-shelled clams, oysters, mussels, and others.

- o Survey existing shellfish beds
- o Survey and identify potential shellfish production sites
- o Develop a dredging program designed to improve and maintain good water circulation in the harbors
- o Support and encourage aquaculture in appropriate locations

  - Streamline local permitting process
  - Identify potential aquaculture sites
  - Expand Town's shellfish production aquaculture program

F-3.2 Prepare a **Harbor Management Plan** for Nantucket, Madaket, and Polpis Harbors addressing the issues of water quality, moorings management, dredging, public access, and conflicting uses (see B-4).

F-3.3 Provide and encourage waterfront access for commercial fishing and other water-dependent uses.

Objective F-4
Agricultural Preservation and Expansion

To create incentives for existing farmers to continue farming and to expand Island agricultural pursuits into new areas in order to provide locally grown produce and to protect the visual benefits of such land.

F-4.1 Strongly encourage existing farmers to continue to farm rather than develop their properties through the use of tax incentives, purchase or gifting of development rights, purchase/lease-back arrangements or other innovative means.

F-4.2 Support the Island's existing cranberry industry.

F-4.3 Promote the following agricultural activities:

- o grape and wine production
- o blueberry production
- o sheep and wool production
- o container-grown nursery production
- o common-site household vegetable gardening
- o tree farming

Objective F-5
Low-Impact and Cottage Industries

To support and cultivate a wide variety of small-scale economic activities that may be easily integrated into the community with little or no adverse impact or Island resources including, but not limited to, the following.

- o Consulting services
- o Financial and investment services
- o Marketing
- o Crafts
- o Visual and performing arts
- o Music
- o Writing and publishing
- o Education and training
- o Other cottage industries

Objective F-6
Economic Base Study

To prepare a comprehensive, long-range economic base study with the support and involvement of the banking and business community.

F-6.1 Analyze of the amount of commercially zoned land on the Island in comparison with the likely demand for such land in the future.

F-6.2 Make projections concerning the likely future composition of the Island's labor market.

Goal G:
ENERGY AND UTILITIES

The Issues

This goal addresses the topics of electricity, telephone, cable TV, sewer, water, propane, fuel oil, and gasoline. Can energy and utility services be provided over the long term in an an affordable, high quality, and environmentally safe manner?

Nantucket's unique geographic location and our inability to rely on neighboring communities mean that the Island must be self reliant when energy and utility services are concerned. Island isolation also creates some rather unique market conditions which can bring opportunities or problems, depending on ones perspective. The interplay of these two factors has caused Nantucketers to pay more for electricity and fuels than almost anywhere else in the nation. Costs for other services and facilities are also an important issue to many Islanders. Energy and utility costs are an important part of the cost-of-living equation which affects the Island's viability as a home for year-round people.

Nantucket relies entirely on fossil fuels for energy to heat its buildings, for domestic hot water, to power its utilities, and to run its transportation system. Although the price of such fuels has moderated in recent years, few have forgotten the oil embargo days of the mid-1970's when our nation began to appreciate that oil and its derivatives were an important global asset. Energy continues to be an important subject for long-range planning on the Island. It is an important subject because of a societal need to preserve a finite resource. It is also a major contributing factor in keeping Nantucket affordable for the Island's year-round population.

Most understand that conservation measures can lower utility, oil and gas bills paid by households and businesses. But there is also an increasing understanding by the public that conservation, and the skillful management of peak electrical demand, may also play an important role in postponing major investment in additional electric generating capacity. This could have important moderating effects on future increases in electric rates.

Finally, it should be mentioned that alternative technologies, while not dominating the subject of energy as it did in 1983, should continue to be issues that get serious and continuous attention.

With these thoughts in mind, the following broad goals and specific objectives are offered.

GOAL G:
ENERGY AND UTILITIES

To provide energy and utility services to the community in a manner which is affordable, efficient, effective and environmentally safe.

Objective G-1
Energy for Heating

To promote the conservation of gas, oil and electric energy used for hot water and space heating in new and existing homes, businesses, and public buildings by maintaining a community awareness and education program designed to encourage a variety of energy conservation measures.

G-1.1 Install more effective insulation, weather stripping, storm doors and storm windows in existing buildings.

G-1.2 Employ energy-efficient construction techniques and materials in new buildings and renovations.

G-1.3 Take advantage of hillsides, tree cover and solar gain when siting new buildings or when laying out new subdivisions.

G-1.4 Encourage the public to install and use, and distributors and contractors to stock, install, and maintain, energy efficient equipment:

- o thermostats
- o appliances
- o lighting fixtures and lamps
- o low-flow shower heads and sink aerators
- o off-peak timer controls on water heaters
- o wrap hot water heaters with insulation.

G-1.5 Encourage seasonal homeowners to drain pipes and shut off heat during the off-season; provide evidence that such a practice does not cause damage to interior spaces or furnishings and affords a significant benefit to the community.

G-1.6 Develop other public and private techniques to reduce our community's demand for energy to heat water and interior spaces.

Objective G-2
Energy for Transportation

To move people and goods to, from, and around the Island in an energy-efficient manner.

G-2.1 Encourage the selection of energy-efficient equipment for air and water transportation to and from the Island.

G-2.2 Pursue a future settlement pattern and a system of alternative means of ground transportation that seeks to minimize the number of personal automobile trips per day on the Island.

- o Guide new residential and commercial growth into and around existing villages
- o Require major commercial developments sited in car-dependent locations to make provision for alternative transportation
- o Allow small service businesses to locate near outlying village centers

Objective G-3
Alternative Energy Technologies

To support and encourage the evaluation and use of a wide variety of alternative or supplemental energy systems for existing and new homes, businesses, and public buildings, employed in a way which is compatible with the Island's historic and scenic resources.

G-3.1 Active and passive solar energy systems.

G-3.2 Geothermal, and air-to-air or ground water heat pumps.

G-3.3 Co-generation and heat recovery systems.

G-3.4 Tidal and wave power systems.

G-3.5 Wind energy conversion systems.

G-3.6 Waste-to-energy systems.

Objective G-4
Electricity and Fuel Costs to the Consumer

To provide electrical power and fuel at the lowest possible cost to the consumer, consistent with the need to meet demand and protect the Island's natural and cultural environments.

G-4.1 Postpone and minimize capital investment in additional electrical generating capacity by managing peak demand for power.

- o Create incentives for changing electric consumption habits and time of use
- o Install more sophisticated timing devices on electric meters
- o Reduce the heating of unoccupied homes (see G-1.7)

G-4.2 Continue to evaluate the cost-effectiveness of running an electric cable system to the mainland.

G-4.3 Encourage a climate of healthy competition between suppliers of fuel on the Island.

G-4.4 Encourage the electric utility and fuel suppliers to give maximum weight to the effects on the consumer in developing plans to expand or relocate.

Objective G-5
Sewer Services

To provide, operate and maintain sewage collection and treatment facilities serving designated growth areas and aquifer protection areas of the community and to do so in the most cost-effective manner.

G-5.1 Prepare a Wastewater Facilities Plan to identify the need for additional collection or treatment facilities.

G-5.2 Complete an Infiltration and Inflow Study to identify leaky sewer lines; initiate a program of grouting or replacing leaky lines which prove to be cost-effective to fix.

G-5.3 Implement a system of user charges to help finance the cost of operating and maintaining the sewer system.

G-5.4 Give priority for sewer extensions to aquifer protection districts and designated growth areas; refrain from providing sewer services in low-growth areas.

G-5.5 Include proposed public investment in sewer facilities in the Town's Capital Improvements Program (see B-3.3).

G-6 Water Services

To provide public water services to those areas of the Island which cannot rely upon on-site wells for potable water and to do so in a cost-effective manner.

G-6.1 Identify locations for new expansion wellfields.

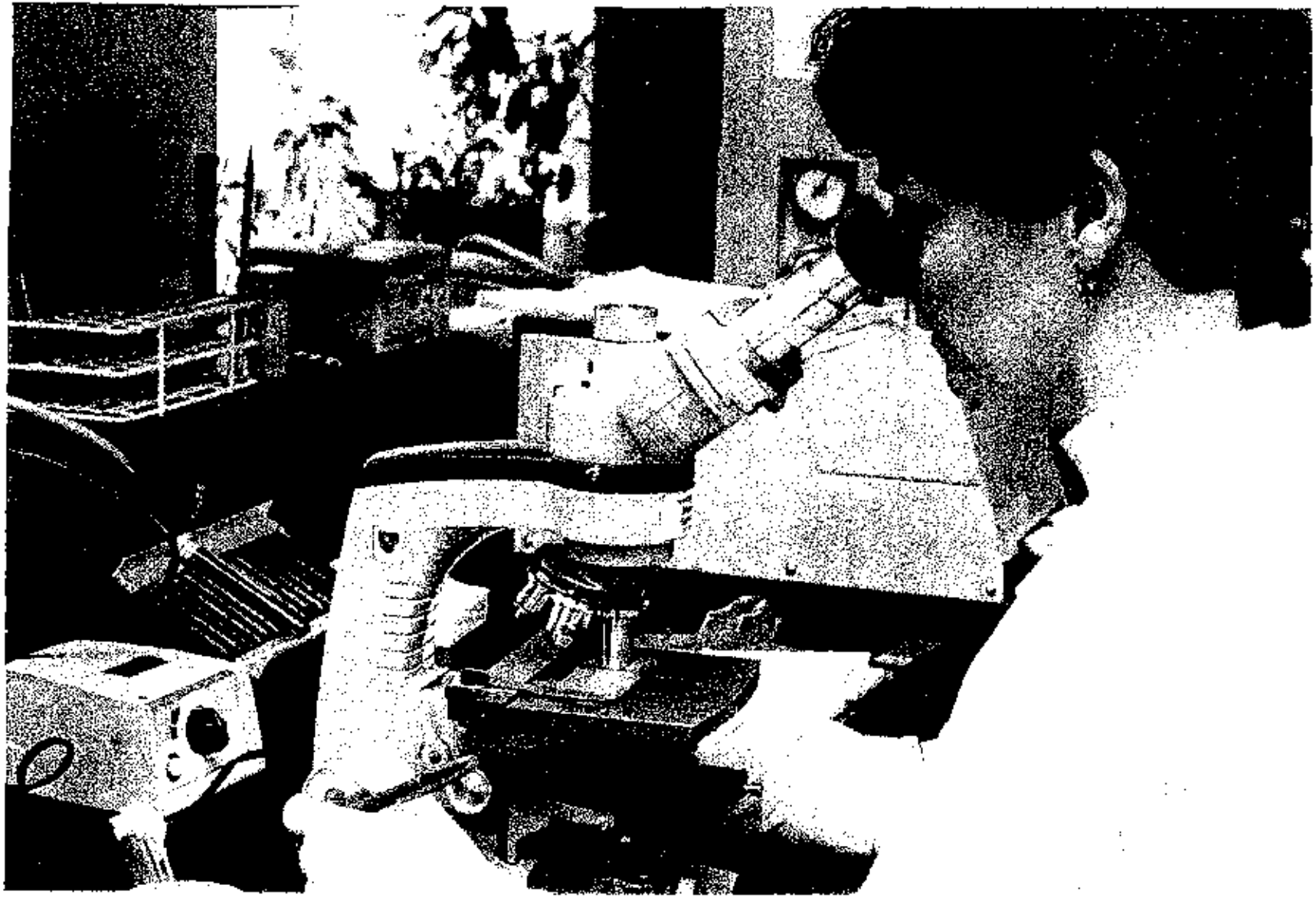
G-6.2 Prepare a program of investment in new or replacement facilities and include these items in the Town's Capital Improvements Program.

Objective G-7
Wire-distributed Utilities

To provide the community with high-quality, state-of-the-art telecommunications services, cable TV, fire alarm, and electric distribution at a reasonable cost.

G-7.1 To continue the Town's program of undergrounding overhead wiring.

G-7.2 Increase opportunities for local access on cable TV.



GOAL H:
HUMAN SERVICES

The Issues

An effective long range, comprehensive plan for the Island must address more than just the physical aspects of the natural and man-made environments. In many ways, *people* are Nantucket's most important resource. Human services include all activities, whether public or private, which facilitate, sustain or improve the health, education, or well-being of Island residents of all ages.

On Nantucket, human services can generally be grouped into the following types of activities:

1) Health and medical services
2) Supportive services
3) Emergency Services
4) Educational Services
5) Leisure Time Activities

The provision of needed human services in a unique setting like Nantucket presents a formidable challenge. In addition to having to deal with national trends -- increased life expectancy, reduction in family support (extended family of years past gone, for the most part), increased human services costs -- Nantucket adds its own twists. First, the Town's diminutive off-season population belies its complex, urban nature during the summer when demand for human services comes from a base population of about 40,000 people. Second, the inability to draw upon the human services resources of the mainland presents another challenge to the community. And finally, Island living, itself, creates unique demands for human services, a factor which is discussed more fully below. As a result of these factors -- seasonality, geographic isolation, and Island-living -- programs and physical facilities for human services must be created and sized in a special way. These conditions create demands on scarce financial and professional resources, and make coordination and cooperation among providers absolutely essential.

The high cost of living here, limited opportunities for year-round employment and housing, and stresses related to isolation can cause special demands for human services not ordinarily found in mainland communities. The elderly, retired people, and others living on fixed incomes can become financially stressed. Often, both parents must work to support their families, creating an increased need for child care and recreational activities. State poverty and low-income guidelines are inappropriate for the Island's high cost of living, making people ineligible for many needed services. Shortage of affordable housing for low and middle income persons results in increased stresses, both financial

and emotional. The "Nantucket shuffle" -- people or families moving to two or three different rentals per year -- occurs far too frequently. Sometimes, people are forced to move elsewhere for financial reasons. These problems also make it difficult to attract and retain needed professionals to the Island.

Sometimes, perceived human services needs have led to the creation of parallel, and sometimes duplicative, efforts. Gaps in services continue to persist. Human service needs must be addressed formally, by a forum of representative professionals and citizens, to anticipate increasing demands and to address them in a manner which is comprehensive, non-duplicative, and cost-effective.

While most continue to feel that traditional institutions, such as the family, the church and fraternal organizations, should be encouraged to take a leading role in meeting human needs within the community, fundamental changes within our society generally, and on Nantucket in particular, have made it clear that additional and more focused support is essential from the public and private sectors. The quality of life on the Island is no less affected by human services support than by conservation and preservation of the physical side of the Island.

In view of these considerations, the community adopts the following broad goal and specific objectives.

GOAL H
HUMAN SERVICES

To facilitate, sustain and improve the health, education and well-being of all persons on Nantucket by providing those public and private human services which improve the quality of life for all age groups.

Objective H-1
Human Services Inventory and Directory

To prepare a comprehensive directory of existing human services for distribution to the public including the following services.

H-1.1 **Health and Medical Services** involving all services and facilities addressing principally the physical health of the individual.

- o Hospital:
  - -acute care
  - -emergency room care
  - -rehabilitation
  - -laboratory
  - -X-ray
  - -Dialysis
  - -surgery
  - -social services
  - -maternity
- o Holistic health care options
- o Pregnancy and childbirth care
- o Hearing care.
- o Community clinics
- o Nursing home (long-term care)
- o Elderly care settings
- o Home health care
- o Medicine
  - -family practice
  - -surgery
  - -geriatrics
  - -obstetrics
  - -opthamology
- o Dentistry
- o Family planning
- o Nutrition
- o Optometry
- o Veterinary services

H-1.2 **Supportive Services** involving services of a non-medical nature which serve to provide care, protection, and guidance to the individual.

- o Substance abuse
- o Bereavement
- o Day care
  - - child
  - - adult
- o Emergency shelter and housing
  - -transportation
  - -homemaker services
  - -meals
  - -financial advice
- o Financial advice
  - -insurance counseling
  - -social security information
  - -student loan and education financing
  - -public financial assistance
- o Parent support
- o Hospice
- o Child care and protective services
- o Counseling and mental health
- o Veterans' services
- o Elder services
- o Intergenerational Programs
- o Legal aid and mediation
- o Handicapped services and advocacy
- o Early childhood services
- o Church and interdenominational services

H-1.3 **Emergency Services** involving physical protection to persons and property.

- o Police
- o Emergency medical services
- o Disaster preparedness
- o Oil spill response
- o Fire
- o Civil defense
- o 911 and hot lines

H-1.4 **Educational services** providing a broad range of opportunities for personal enrichment.

- o Preschool
- o Post-secondary education
- o Employment counseling and training
- o Youth development
- o Primary and secondary education
- o Continuing education
- o Information and referral
- o Community education

H-1.5 **Leisure time activities** providing enriching personal and group experiences leading to sound physical and emotional health.

- o Community theater
- o School sports
- o Pre-teen activities
- o Special events
- o Music
- o Performing and visual arts programming
- o Recreation programming and facilities
- o Social activities
- o Teen activities
- o Adult sports
- o Arts workshops

Objective H-2
Coordination and Organization

To organize and co-ordinate the activities of human service providers in order to reduce fragmentation and duplication of efforts and to do so in a manner that respects the identity and autonomy of individual agencies to the greatest degree possible.

H-2.1 Maintain and support a Council for Human Services, with a Director, which shall serve to:

- o Develop broad human services plans, goals, and recommendations.
- o Advocate in support of the human services community.
- o Facilitate cooperative ventures between organizations providing human services.
- o Provide a forum for discussing important human services issues.
- o Provide information and technical assistance for identifying and applying for grants and other types of financial support.
- o Increase communication and networking between human service providers.
- o Provide an opportunity for concerns to be heard at Council meetings.
- o Create annual information workshops for all providers.
- o Network regionally with human service providers.

H-2.2 Evaluate the possibilities and advantages of the Council becoming a County Commission.

H-2.3 Increase community awareness of issues and services through newsletters and the media.

H-2.4 Hire local residents for human services contracts whenever possible in order to make services more readily available and to reduce travel costs and time for off-Island practitioners.

Objective H-3 Human Services Needs Assessment

To develop and implement a continuing program of assessment and evaluation of human services on the Island.

H-3.1 Maintain a data base of human services information.

H-3.2 Obtain model assessment and evaluation programs from other successful communities.

H-3.3 Engage the services of a consultant to assist in developing the program.

H-3.4 Incorporate the facility needs of public agencies in the Capital Improvements Program of the Town and County.

Objective H-4 Professional Development

To develop incentives to attract and retain human services professionals to the island.

H-4.1 Articulate community social policy specific to service goals and needs.

H-4.2 Make additional professional training, both on and off-Island, more accessible to those involved in human services.

H-4.3 Participate in career day each year at the High School to inform youth about career options in the human services field; stress those jobs that are needed on the Island now or in the future.

H-4.4 Provide realistic opportunities for rental and owner-occupied housing for those involved in providing human services (see Goal E).

Objective H-5 Volunteerism and Community Involvement

To facilitate the use of volunteers thus providing opportunities for community involvement, individual self-actualization, and additions to the human service work force.

H-5.1 Develop a better means to determine, from month to month, what volunteers are needed and a way to attract individuals to those positions, perhaps by augmenting individual agency efforts to attract volunteers with a central clearinghouse effort.

H-5.2 Work with the media to place a recurrent posting of volunteer positions available on a weekly basis.