

# NANTUCKET MASTER PLAN

PREPARED IN ACCORDANCE WITH  
M.G.L. CH 41, SECTION 81D



APPROVED BY THE NANTUCKET PLANNING BOARD ON MARCH 30, 2009

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## EXECUTIVE SUMMARY

State law requires a Master Plan for the Town of Nantucket. This document updates the expiring Goals & Objectives of 1990, and advances aspects of the Comprehensive Community Plan (CCP). It provides a legally defensible standard for zoning changes, and brings the community further into compliance with anticipated changes to the state's enabling laws.

The Plan is a basic guideline for the physical development of the island. It is an active, fluid, and evolving document, resulting in specific and relevant proposals for implementation by local boards and commissions, or by Town Meeting. It is intended to be relevant for at least 10 years, but ideally 20. Elements will be periodically updated.

Its focus is on physical development, such as density, infrastructure, and undeveloped areas, and it explains Town and Country Overlay concepts (TOD and COD). The Plan contains a demographic profile and targets significant, population-based issues, such as housing. It sets forth a discussion of the importance of the zoning bylaw as the foundation and outline for the future development of the island.

### CH. 1: GOALS & POLICIES STATEMENT

Goals and policies for the Town were developed through an interactive public process, conducted from 2005-2009, documented by a timeline, with methodology explained in the text. This chapter includes a vision for the physical development of Nantucket, articulated through the Planning Board and Staff. The vision is based on the detailed review of prior documents, experience with land-related issues, survey results, non-binding ballot questions, and public comment. It explains the intent of the TOD and the COD, and describes how each will function, based on existing patterns and uses.

Chapter 1 presents the Plan's overall Mission Statement:

“To create and sustain a healthy community, one whose residents have stability and security, with resources protected for future generations.”

It states the community values for the Plan, as adopted by the Planning Board:

- Protect the quality of residential districts of Nantucket.
- Protect open spaces and natural resources.
- Enhance the ability of Nantucket residents to live and work on the island.
- Protect the historical integrity of the landscape and buildings.
- Maintain a strong, tourism-based economy.
- Maintain access to beaches and open space.
- Provide a healthy environment for all residents.

The chapter then presents specific goals and policies pertaining to: Land Use, Housing, Economic Development, Natural and Cultural Resources, Open Space and Recreation, Services and Facilities (infrastructure), and Circulation (transportation).

## CH. 2: LAND USE

Zoning was not adopted on Nantucket until 1972. To date, years of steady growth have resulted in compromised situations that will need to be addressed, such as industry located within the wellhead recharge district and residential neighborhoods, and moderate-density areas lacking in services such as water and sewer.

Chapter 2 stresses the critical importance of a fluid Zoning By-law that addresses problem areas under the framework of the Town and Country concept, and illustrates the division of zoning districts into the TOD and the COD by density. It states that the island must incorporate urban, suburban, and rural aesthetics for different areas.

The Land Use section maps commercial nodes, and explains the most recent zoning district designations adopted at Town Meeting, in order to further define village centers. It includes mapped Planning areas for zoning changes, as well as zoning inconsistencies within the Town and Country Overlay Districts.

## CH. 3: HOUSING

As a popular resort community, Nantucket has faced the problem of housing its year-round residents and seasonal employees for decades. As an island, action must be taken to avoid the loss of community if Nantucket's workforce could no longer afford to live here. With a median home price of \$1,475,000, as of September, 2008, and rental prices reflecting high property values, affordable housing has been increasingly difficult to obtain. Nantucket has attempted to encourage private production of affordable and moderate income housing through zoning incentives, but these have yet to yield an amount of units in accordance with their intent.

Affordable housing for lower income households (earning less than 80% of the area's median income) is deficient under state law, which requires that 10% of year-round units be accessible for these families and individuals. Currently, only 3% of Nantucket's year-round units meet that designation. Most of those units are owned and operated by the Nantucket Housing Authority. Additional units have been constructed within 40B developments, elder housing facilities, or through Habitat for Humanity. It is imperative that the Town continues to promote programs that increase the affordable housing stock to meet state guidelines and local need.

Affordable housing for moderate income households (earning less than 150% of median for the area) has presented challenges as well. In 2002, Annual Town Meeting approved a home rule petition, later accepted by the state, that created the Nantucket Housing Needs Covenant (NHNC), which allows separate ownership of multiple dwellings on one lot, with a covenant placed on one of the units deeming that it be sold below market rate, to a qualified buyer. In 2008, ATM voted to modify the definition of affordable housing in the Zoning Bylaw to include moderate income housing, allowing density bonuses in subdivisions to apply to households earning up to 150% of median. Despite these measures, the anticipated level of production has not been achieved.

Employee housing, both year-round and seasonal, is an on-going issue. Dormitories are allowed, by special permit in the TOD, and in the COD, but only on or adjacent to properties containing existing commercial use. The inclusionary housing unit aspect of Major Commercial Development (MCD) permitting needs to be updated to reflect current practices. Accessory apartments are allowed in all zoning districts, but the restrictive nature of their requirements preclude these units from contributing to housing for the seasonal workforce.

The Multi-Family Overlay District (MFOD), which allows one dwelling unit per 2,500 square feet of lot area, has been successful in creating year-round housing at attainable prices. Since 2000, 135 units have been permitted under this program.

Elderly and special needs housing is allowed in the Limited Commercial (LC) district, as well as special districts created around existing facilities. Options to allow additional facilities in other zoning districts need to be explored, and spot zones must be eliminated.

#### CH. 4: ECONOMIC DEVELOPMENT

Nantucket's economy is diverse, supported by seasonal and year-round workforces, with peak summer season representing the height of employment. Historically, the unemployment rate for Nantucket has been below the state averages. The concentration of retail businesses, restaurants, offices, and service establishments are mainly within the downtown and the mid-island area.

The downtown core of Nantucket is the symbolic center of the island. Built prior to zoning, the downtown core cannot meet many standards, such as parking, height, and loading zones. Rising rental costs are changing the year-round economy downtown, and concerns have been expressed regarding the closing of long-established businesses, which have been replaced by seasonally operated ones. Traffic congestion and lack of parking remain a growing concern in this area.

Many year-round businesses are located in the mid-island area, which is valued more for its function than its overall appearance and character. The Mid-Island Area Plan, adopted as an overlay district in the zoning bylaw, recommends revising the area to a more attractive commercial district, employing new-urbanist and smart-growth principles.

Other nodes of mixed use commercial exist in the TOD. Mixed uses are encouraged in Nantucket, and neighborhood centers are being created throughout the island within close proximity to dense residential areas. Home-based businesses, identified in the Nantucket Zoning Bylaw as "home occupations," are frequently found on Nantucket and are allowed in all zoning districts. Since the building trades comprise a significant portion of the year-round workforce, many small-scale workshops are scattered throughout the island as "cottage industry" type businesses.

Industrial uses have clustered around the east and west border of the airport, which is highly compatible with the impacts.

Workforce and employment data indicates that that services and retail are the island's largest employers. 77% of all future job growth is projected for retail and service industries, indicating a trend toward seasonal businesses.

For year-round residents, the most job growth for the future is in the construction industry. Much of the construction related activity revolves around the second/vacation home market, and as new starts in construction slow due to inevitable build-out, residents of Nantucket will need to seek other sources for year-round employment.

A threatening trend to the island's year-round workforce are commuters from the mainland, arriving by plane or ferry on a daily basis. Wages on Nantucket are higher than in other nearby regions, making commuting attractive. For those who live here, the cost of living, excluding housing, is about 130% higher than the U.S. average, making it common for year-round residents to supplement their income, sometimes with secondary employment. This makes the development of affordable housing of critical importance for encouraging social and economic stability.

## CH. 5: NATURAL AND CULTURAL RESOURCES

As an island and a designated historic district by the National Register of Historic Places, Nantucket is abundant in natural and cultural resources. Natural resources (physical locations) include the coastal areas along the beaches and harbors, the Great Ponds, and five scenic landscapes, designated by DEM. Natural renewable energy resources include wind, solar, wave, and tidal action.

Historic resources include the Island-wide designation as a Historic District by the Commonwealth and a Historic Landmark by the Secretary of the Interior; the Nantucket Historical Association, which owns the Whaling Museum, a research library, and other historic sites and residences, such as Old Mill, Hadwen House; the Atheneum; the Lifesaving Museum; the African Meeting House; three lighthouses; historical burial grounds; and archeological sites, from Native Americans and European settlers.

Nantucket has long been a home to artists, writers, actors, musicians, and craftspeople. Support for the arts of all kinds should continue on many levels. Survey results showed that residents felt that the Town should have some involvement in the creation of a Community Arts Center, with a majority stating that the town should provide incentives to that end, such as zoning changes or tax relief. Anticipated restoration of the Dreamland Theatre is part of the solution, but more may need to be done.

A gathering space for residents is important, such as the Tom Nevers Recreational Facility, which accommodates community activities, such as the carnival and the County Fair. The Town needs to make gathering easier, by retaining and creating places of public assembly. Maintaining the downtown area as the heart and soul of the community is imperative.

## CH. 6: OPEN SPACE AND RECREATION

Nantucket is committed to protecting its native ecosystems, biodiversity, and to maintaining the quality of the island's water bodies. The community must strive to develop a more pro-active approach to preserving important open-space related historical resources and its natural landscapes. The Open Space and Recreation Plan (OSRP), prepared and submitted to the state in 2007, has established an inventory of the Town's open space properties and its municipal recreational facilities.

The community should continue its efforts to acquire and manage open space for preservation of habitats, passive and active recreation, and water supply. As less land becomes available, the focus for open space should transition from broad acquisition to strategic acquisitions and management.

Protection of the surface water resources: the beaches, harbors, and great ponds are essential. The Harbor Management Plan must be implemented, and a Coastal Management Plan should be created and implemented in the next five years. The Town should improve pedestrian access, public transportation, and parking near the shore, and provide public restroom facilities where needed.

Present and future groundwater supply can be protected by including future well-field areas in open space protection efforts through zoning, and acquisition of fee or lesser interests. Open space and recreational needs must be coordinated to benefit each.

A bi-annual (every 2 years) meeting should be held with the Board of Selectmen and relevant departments and agencies to identify needs, establish budgets, and orchestrate cooperative efforts. These efforts should also include non-profit and private conservation groups.

Historical and cultural landscapes must be identified and defined so the public understands their value to the island, and activities such as farming, which has played such an important historic role, should be encouraged. The town should create incentives for agricultural activities, enhancing locally

grown food sources, and long-held traditions such as county fairs, farm stands, and markets, to continue this important part of the island's heritage.

Municipal agencies should focus more intently on improving availability and access to recreational resources. Public recreational facilities and open space areas should be designed for year-round use, and like the Tom Nevers facility, be multi-use where appropriate. Areas that house more than one facility, such as the ice rink and skate park, could be linked by walking paths, trails, sidewalks, bike paths, and parks.

The Parks & Recreation Department, with other town agencies, should continue to inform the public on the availability of programs, facilities, and services. Open space and recreational facilities should be made accessible to handicapped persons, and program opportunities should be available to special populations when possible and practical. Special attention should be given to make marine landings more accessible for all.

All public properties dedicated to open space should be designed and managed for their intended public benefit. The town should review its inventory of land, and evaluate whether the properties are appropriate for open space or other purposes.

By cultivating increased coordination and cooperation between public and private land conservation groups, the island will maximize the successful implementation of its land acquisition, planning, and management efforts, and will be able to coordinate trails and contiguous habitat. Nantucket must protect its wildlife population. It should continue the prescribed burn plan for habitat management on conservation properties, and conduct an on-going, island-wide inventory and prioritization of wildlife habitats and species.

#### CH. 7: SERVICES AND FACILITIES

As a Town, it is often difficult to provide the services needed for a population that changes so dramatically between seasons; a seasonal workforce is necessary to provide the level of service that is expected. The challenge for the Town in future years will be to provide the level of services necessary to meet the needs and expectations of the year-round and seasonal residents, keeping within a relatively static budget.

The Fiscal Year (FY) 2009 operating budget for the Town is \$75,126,309, excluding the five (5) enterprise funds, which include: Siasconset Water, Wannacomet Water, Airport, Sewer, and Solid Waste. The largest portion of the budget, 31.9%, is dedicated to the schools.

Nantucket's 2007 residential tax rate was \$2.49, the fourth lowest in the state. The average assessed value for a year-round residence in FY 2009 was \$1,396,522. With the residential exemption, the tax bill for the same would be \$2,818. Tax rates have been continuously decreasing since the mid-1990's.

#### TOWN ADMINISTRATION

Offices are located in the Town & County Building, 16 Broad Street, and other locations in and on the edge of the downtown area. In the mid-island, 2 Fairgrounds Road temporarily houses departmental offices. The Town purchased the 20-acre site from the electric company in 2004. A site planning exercise has recommended that the building be replaced and the site used for other municipal functions and affordable housing.

Other administrative offices are located at 40 Bathing Beach Road, 188 Madaket Road, and 131 Sparks Avenue. The consolidation of services should be considered at one or more locations. Most Town buildings do not have parking available for the public or staff.

#### TOWN SERVICE ORGANIZATIONS

Our Island Home is a Town owned and operated skilled nursing facility. Adjacent is Landmark House, located on Town owned land, but operated through a long-term lease to a private operator for elderly housing. Over the years there has been discussion regarding whether Town Government should be involved in the nursing home business. A decision about whether a nursing home facility should remain a municipal function, a situation that is unique to Nantucket and the state, needs to be made.

The Council on Aging operates the Saltmarsh Center on Washington Street, which provides programs and activities for senior citizens, such as nutritional and exercise classes. The Center also serves as the local host facility for the Social Security Administration, Women and Infant Children (WIC), and Legal Services of Cape Cod and the Islands. The Council for Human Services is authorized to establish an annual budget and expend funds, and to apply for, accept and expand federal and state grants for such purposes as fuel assistance, client advocacy and referral, and housing assistance.

#### DEPARTMENT OF PUBLIC WORKS (DPW)

This department is charged with the maintenance and/or operation of Town infrastructure, such as roads, drainage, vegetation, signs, and providing support to other Town offices or facilities. The DPW also oversees wastewater and solid waste disposal.

Sewer service has dramatically expanded. The Town has adopted and implemented a Comprehensive Wastewater Management Plan (CWMP), and two sewer districts, Town and Siasconset, which are served by separate wastewater treatment plants. An expansion of the CWMP is currently underway. Much of the piping needs to be replaced. Sewer services the most populated areas of the island, but there are many other areas that should be serviced for a variety of reasons, such as being located within the Public Wellhead Recharge District, or in environmentally sensitive areas. Sewer districts, and the recent passage of the sewer bill, may provide opportunities to expand service.

The Town currently contracts with Waste Options Nantucket to provide solid waste disposal and recycling services. Approximately 80% of all residential waste generated on the island is either recycled or composted for re-use. The remainder is stored in lined landfill cells on site. Rubbish collection for Town residents is not a service provided by the Town. The Madaket Road facility is open to private rubbish collectors and the public for waste disposal. Due to a total wood waste ban implemented by Department of Environmental Protection on July 1, 2006, disposal of construction and demolition debris at the landfill is prohibited, thereby requiring that it be shipped and disposed of off island.

#### WANNACOMET WATER COMPANY

The Nantucket Water Commission and the Siasconset Water Commission have a Memorandum of Agreement whereby the Wannacomet Water Company provides staffing and services for both Commissions.

Aquifer protection zones are located in the mid-island and Siasconset. Three well fields, one in Siasconset, one in mid-island, and the other off of Polpis Road, pump water from the aquifer. Storage tanks are located off of Cliff Road and New Lane in Siasconset, with a new storage tank and pump station in the development stages on the Wannacomet Water Company site off of Polpis Road. The Company actively expands and updates their distribution system to increase the service area and to provide better fire protection. There is a demand for extension of water service in areas where water quality is poor, such as Madaket, Cisco, and the Bartlett/Somerset areas.

#### NANTUCKET MEMORIAL AIRPORT

The expansion of the airport terminal is scheduled for completion in May of 2009, in order to meet Transportation Safety Administration (TSA) requirements, and to better accommodate those entities that operate from or use the facility. The airport is operated in accordance with a plan entitled "Airport Layout Plan," which illustrates where all future projects are proposed to be located. In concert with that plan, the Airport Commission approved "Phase II, Master Plan Update, Nantucket Memorial Airport, 1999" in June of 1999, which is in the process of being updated.

In addition, the Airport Commission operates a Major Commercial Development (MCD) on airport property, accessed from Bunker Road. It contains lease areas that are available for long-term lease by industrial businesses. This service is important to the community, as the property is outside of the Public Wellhead Recharge District, and the large lease areas can accommodate industrial businesses that are not generally compatible with most other areas of the island.

#### PUBLIC SAFETY

The Nantucket Police Department and the Nantucket Fire Department are the primary providers of public safety on the island. The Police Department is located downtown, and the Fire Department is located in the mid-island. Approximately five (5) acres of the Town property at 2 Fairgrounds Road have been allocated for a shared facility. However, plans and funding for such a facility have not been well received by the voters. A warrant article requesting \$27.5 million dollars to construct a shared facility was approved at the 2008 Annual Town Meeting, only to be defeated at the ballot.

The Police Department is comprised of both year-round and seasonal officers. Due to the geographic isolation of Nantucket and the lack of mutual aid available from other communities, the Police Department consists of several specialized sectors including: School Resource Officer, Elderly Service Officer, Animal Control Officer, Field Training Officers, Special Response Team, Canine Teams, Criminal Investigations Division, and Patrol Division.

The Fire Department includes Emergency Medical Services (EMS) and is responsible for fire prevention, hazardous material removal, and code enforcement, such as proper permitting for fuel storage, explosives, tank trucks, and fire alarms. The Department's goals include reducing the risk to the community from man-made and natural disasters, and providing response times within nationally accepted standards. Many of the Fire Department's officers have specialized training.

Emergency Preparedness is coordinated by the Police Chief in concert with other Town departments and the Cape and Islands Chapter of the American Red Cross. A Comprehensive Disaster Mitigation plan is being developed and an Emergency Operations Center is located at 2 Fairgrounds Road. The primary emergency shelter for the island is the Nantucket High School, with secondary shelters available at 2 Fairgrounds Road, and the DPW facility off of Madaket Road. At these locations, food, bedding, other shelter supplies, and emergency utility generation capabilities are available.

#### SCHOOLS

One public school system serves the island, consisting of the Nantucket Elementary School, Cyrus Peirce Middle School, and Nantucket High School. All of these facilities are located on a single campus off of Surfside Road. There are two private schools: Nantucket New School and Nantucket Lighthouse School. Total enrollment for the school system, for the 2007-2008 school year, was 1,295 students, with approximately \$10,190 being spent per student.

The middle and high schools not only serve the student population, but serve as a community facility for sports, meeting rooms, educational courses, theatre, and voting on election days.

The Nantucket Community School, operated by Nantucket Public Schools, was founded to provide year-round educational opportunities for adults and children. Programs focus on work-place skills, personal interests, and health and wellness. Partnerships are often formed with other entities, such as the Cape Cod Community College, to provide educational options that are generally not easily accessed from Nantucket.

#### MARINE AND COASTAL RESOURCES

With offices located at the Town Pier on Washington Street, Marine and Coastal Resources is responsible for servicing the boating public, including: search and rescue, oil containment and clean-up, assisting disabled vessels, mooring placement, and maintenance of Town Pier slips. In addition, the Washington Street site offers restrooms, showers, pump-out, ice, fresh water, and other necessities for boaters.

This department also includes the Town and Marine Biologists, as well as the Beach Manager. The Town Biologist conducts shellfish propagation, augmenting those that grow naturally. Since shellfishing is a valuable component of the winter economy and Nantucket tradition, it is important that the shellfish population be sustained.

The Beach Management Program supervises all Town owned and/or operated beaches. This includes the provision of lifeguards, endangered species management, dune profiling, and maintaining public access.

The Nantucket and Madaket Harbor Plan update was completed in 2007 and approved by the Office of Coastal Zone Management and the Department of Environmental Protection. This plan is under recommendation to be updated every five years.

#### NANTUCKET COTTAGE HOSPITAL

Although not operated by the Town of Nantucket, the Nantucket Cottage Hospital is an important facility where many services are provided to both residents and visitors. It is now affiliated with Massachusetts General Hospital and is a full-service facility with full-time physicians on staff, as well as many others who visit the island regularly to accommodate the need for specialists. Both in-patient and out-patient services are provided, as well as in-home care through the Visiting Nurses program.

#### ENERGY/UTILITIES

Electrical service is transported by two undersea cables, which extend twenty-six miles from Harwich to Nantucket. The first undersea cable was installed in 1996 and the second in 2005. Prior to the installation of the first cable, electrical generation took place on the Candle Street site, which is a prominent location in the downtown and is directly adjacent to the harbor. The installation of the cable decreased the environmental impacts of on-site generation, and provided for increased reliability in service.

Bulk fuel (heating oil, gasoline, and diesel) storage tanks are located in the downtown, directly adjacent to the harbor and the Candle Street site owned by National Grid. Storage has historically been located in this area, due to the close proximity to the harbor for unloading. Over time, the area has transformed into a mix of hotel, rental cottages, and light commercial uses, which are not compatible with the industrial nature of bulk fuel storage. This area is also heavily congested, particularly in the summer months, making access difficult and potentially dangerous due to the hazardous materials being transported.

An out of town storage facility has been explored on Town owned property. The Board of Selectmen voted to support moving the tank farm out of town. Relocating both storage and off-loading to an

out of town location would be a positive improvement for traffic and safety. Vehicles carrying these hazardous materials would no longer be traveling through the most populated and traffic congested areas of the island to refill. Propane bulk fuel is located on several lease areas in the Bunker Road industrial area.

The NP&EDC, and the Energy Study Committee, which was established at the 2003 ATM, are exploring alternative energy sources. These include land based wind turbines on large publicly owned parcels, and an off-shore marine renewable energy center. The NP&EDC is pursuing leased areas in federal waters to conduct studies. The NP&EDC and Edgartown have collaborated on a tidal energy test project between Nantucket and Martha's Vineyard in the Muskeget Channel. Implementation of a tidal energy demonstration project is scheduled over the next two years.

There is growing interest in developing alternative energy solutions that do not require non-renewable resources. Nantucket is surrounded by powerful and plentiful natural forces, including wind, tidal, and wave energy. Development of alternative energy that may provide a direct economic benefit to Nantucket should be explored.

Telephone, cable, and internet services are available on-island through two service providers, Comcast and Verizon. Not all areas of the island are serviced by both providers, or have the same telecommunications services available. Not only are these services an amenity that all residents would ideally have access to, but a goal of the Circulation element is to expand these services so that they may be utilized as a means to promote less work-related travel.

#### CEMETERIES

There are thirteen cemeteries on island, ten of which are Town owned. The Department of Public Works is responsible for general maintenance. A Cemetery Department, with a board of commissioners, should be established to establish a long-range plan for Town Cemeteries, investigate establishing a crematory, and to set aside land for a new municipal cemetery.

#### CHAPTER 8: CIRCULATION AND TRANSPORTATION

The transportation system on Nantucket can be segmented into six components: roadways, public transportation, bike/pedestrian paths, parking, airport, and ferry services. The vision for transportation is to provide a system that will move people and goods to, from, and around the island in a way that is safe, convenient, economical, and contextually sensitive.

Nantucket's transportation challenge for the next thirty years is to try to minimize the number of cars coming to the island and their use once they are here. Respondents to both a non-binding ballot question and a questionnaire support implementation of a vehicle limitation program. Few however can agree on the details. As a result of high traffic volumes and number of crashes, much of the investment in the near future will focus on congestion reduction and safety improvements primarily in the mid-island area.

#### PUBLIC TRANSPORTATION

The Nantucket Regional Transit Authority (NRTA), established to alleviate seasonal downtown core traffic congestion, has become a successful mode of transportation. Service has been expanded, and ridership has grown. In future, funding will be concentrated on maintaining the successful marketing and education efforts, and expanding the system to any underserved areas.

#### BIKE/PEDESTRIAN PATHS

Currently there are approximately 29 miles of paths on Nantucket, which are well used among both year-round and seasonal populations. All bike path recommendations identified in the 1990 *Goals and Objectives* document are either completed or at some stage of implementation.

It is essential that funds be directed to the development of the “In-town” bike route, accommodating bicycle and pedestrian traffic between the downtown area and the outlying system of paths. Currently this route is a critical missing link in the network of bike/pedestrian paths. A path along Hummock Pond Road is currently being considered, and extensions of facilities to village areas in Tom Nevers, Quidnet, Wauwinet/Pocomo, and Dionis, are future projects.

#### PARKING

Parking issues in the downtown area have been the focus of current and prior planning studies. It is extremely limited, and the only facilities for public off-street parking in these areas are the Town lots on Washington and Silver Streets. As parking availability continues to become more limited, additional parking opportunities will need to be created within walking distance to downtown, and as part of an expanded NRTA park-and-ride system. Parking strategies also have to be developed for the mid-island, neighborhood and higher density residential areas away from the downtown.

#### NANTUCKET MEMORIAL AIRPORT

The Nantucket Memorial Airport is currently owned and operated by the Town of Nantucket under the jurisdiction of an appointed Airport Commission, with a master plan in place that was approved in June of 1999, and is in the process of being updated. It is one of five (5) airports in Massachusetts with scheduled passenger service, and it is the second busiest airport in the state. Not only is the Airport an important transportation link for visitors, residents and commuters; it is a vital component of moving freight on a day-to-day basis. As use of the Airport continues to increase, corresponding improvements for access to public transportation must be provided.

#### FERRY SERVICES

Nantucket is served by three ferry operations that provide transport between Nantucket and Cape Cod: the Steamship Authority, Hy-Line Cruises, and Freedom Cruises. The Steamship Authority is a public agency providing passenger, vehicle, and freight transport between Nantucket and Hyannis, and it licenses the other two private carriers. The year-round passenger boat options include high-speed (one-hour) service on the Steamship and the Hy-Line from Hyannis. From May to October, Freedom operates out of Harwich Port.

Comprehensive strategies for improving the traffic circulation and access to both ferry terminals will be critical to addressing the seasonal congestion and safety issues. These objectives will be achieved through improved coordination and communication with the Steamship Authority, as a major reconstruction of the main facility is under consideration. The area adjacent to the Hyline/Freedom Cruise dock has been identified as part of an area of redevelopment, and improving access should be one of the project goals.

#### CH. 9: IMPLEMENTATION

This chapter reiterates the Goals and Policies stated in Chapter One, and assigns the stated policy tasks to relevant boards and departments. It also includes action items currently in place to achieve the Goals and Policies. The implementation element of the plan is the most dynamic feature; it will continually be updated on a set schedule to reflect the ongoing state of the island and its government.

## GLOSSARY

**40B Developments:** Intended to provide decent, safe, and low to moderate cost housing throughout the Commonwealth. 40B housing developments must contain a minimum of 20% rental or 25% owner occupied units that are affordable to those households earning 80% or less of median income. Although local regulations are not applicable to 40B developments, the Zoning Board of Appeals is the local permit granting authority. Appeals of the Zoning Board of Appeals may be submitted to the Housing Appeals Committee in the State Department of Community Affairs. *(MGL Ch. 40B)*

**43D Streamline permitting:** The establishment of priority development sites, approved by the Interagency Permitting Board, located in close proximity to existing development. A single municipal contact shall be appointed to guide the application review process within a 180 day time frame. *(MGL Ch. 43D)*

**Accessory apartments:** a dwelling unit located in an owner-occupied detached single-family dwelling unit and subject to restrictions including unit size, interior and exterior design, ownership, and year-round occupancy. *(Nantucket Zoning Bylaw, Ch. 139-2)*

**Accessory uses:** Separate structures, buildings or uses, which are subordinate and customarily incidental to a principal structure, building or use located on the same lot. *(Nantucket Zoning Bylaw, Ch.139-2)*

**Affordable housing:** When used in the context of housing on Nantucket, a housing unit whose sale or resale price is regulated to be occupied by households with annual incomes less than 150% of the median annual household income for Nantucket County as determined by the most current calculations produced by the U.S. Department of Housing and Urban Development.

**Agriculture:** The use of land for agricultural purposes, including farming, dairying, pasturage, apiculture, horticulture, floriculture, viticulture, and animal and poultry husbandry, and the necessary uses for packing, treating and storing the produce. *(MGL Ch. 40A, Sec. 3)*

**AHD:** Special Academy Hill District.

**ALC:** Assisted/Independent Living District.

**Alternative modes of transportation:** Methods of transporting people that do not involve the use of private automobiles. Typical examples include buses, shuttle vans, taxis, bicycles, and walking.

**Approval Not Required ("ANR") endorsement:** An endorsement required from a Planning Board for the division of land that is not subject to subdivision approval, as set forth in MGL, Ch. 41, Sec. 81K through GG, and as regulated through the Rules and Regulations Governing the Subdivision of Land, Nantucket Island, Massachusetts, as it may be amended from time to time.

**Approval Required ("AR") Subdivision:** An approval required from a Planning Board for the subdivision of land, as set forth in MGL, Ch. 41, Sec. 81K through GG.

**Aquifer:** A geological formation that stores and transmits significant quantities of recoverable water.

**Aquaculture:** The raising and harvesting of fresh and saltwater plants and animals.

**Assisted-Independent living:** A housing facility for the elderly and those with special needs that provides assistance with daily activities such as meals, dressing, grooming, etc., as defined by MGL c. 19D.

**Auto(mobile)-dependent** (Pertaining to a land use): A use of land that because of its location causes reliance on the use of a private automobile for most essential and customary daily transportation needs.

**Betterments:** A special assessment apportioned to property owners who benefit from public improvements within a specified geographic area. The assessment is based on the value of the improvements in accordance with an equitable proportionate share of the benefit afforded to the property owners. (*MGL, Ch. 80, Sec. 13B*)

**Build-out:** Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Capital improvements:** Physical assets constructed or purchased to provide, improve, or replace a public facility and which is large in scale and high in cost. The cost of a capital improvement is generally nonrecurring and may require multiyear financing. (*A Planners Dictionary, PAS Report #521/522*)

**CDT:** Commercial Downtown District.

**CI:** Commercial Industrial District.

**CMI:** Commercial Mid-Island District.

**CN:** Commercial Neighborhood District.

**CTEC:** Commercial Trade, Entrepreneurship and Craft District.

**Cluster, or clustering:** A development design technique that concentrates buildings on a specific area of the site to allow remaining land to be reserved for recreation, common open space, or the preservation of historically or environmentally sensitive features. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Commercial:** As in a trade, occupation, or business, including a transient residential facility, but excluding governmental, religious or private residential uses. (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Comprehensive Wastewater Management Plan ("CWMP"):** A community-wide plan that contains strategies for the disposal and treatment of sewage effluent.

**Conservation restriction:** A right that runs with the land, held by a governmental body or by a charitable corporation or trust, either in perpetuity or for a specified number of years, whether or not stated in the form of a restriction, easement, covenant or condition, in any deed, will, or other instrument executed by or on behalf of the owner of the land or in any order of taking, appropriate to retaining land or water areas predominantly in their natural, scenic, or open condition or in agricultural, farming, or forest use, to permit public recreational use, or to forbid or limit any or all activities. (*MGL, Ch. 184, Sec. 31*)

**Contractors shop:** An establishment used for the indoor repair, maintenance, or storage of a contractor's vehicles, equipment, or materials, and may include the contractor's business office but which does not use any exterior storage area. (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Convenience store:** A retail store offering for sale groceries and household items intended for the convenience of the neighborhood with a floor area of less than 2,500 square feet; does not include automotive service stations or vehicle repair shops. (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Co-op (cooperative):** Multiple-family dwellings owned and maintained by the residents, with common ownership of the entire real property. (Derived substantially from *A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Country or Country Overlay District (COD):** In the specific context of this Plan, a zoning overlay district encompassing those areas not included in the Town Overlay District. Country is characterized by broad expanses of moorlands and associated habitat, agricultural lands, and existing developed areas of low population density. (*Nantucket Zoning Bylaw, Ch. 139-12*)

**Development rights:** The right to develop land by a landowner who maintains fee simple ownership over the land, or by a party other than the owner who has obtained the rights to develop. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Dormitory, employer:** A dwelling in which sleeping accommodations for six or more persons are provided by one or more employers, with occupancy limited solely to their employees. (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Dwelling unit:** A room or enclosed floor space used, or to be used, as a habitable unit for one family or household, with facilities for sleeping, cooking and sanitation. (*Nantucket Zoning Bylaw, Ch. 139-2*)

**FBED:** Formula Business Exclusion District.

**FHD:** Flood Hazard District.

**Formula business:** A type of retail sales establishment, restaurant, tavern, bar, or take-out food establishment which is under common ownership or control or is a franchise, and is one of 14 or more other businesses or establishments worldwide maintaining three or more of the following features:

- (1) Standardized menu or standardized array of merchandise with 50% or more of in-stock merchandise from a single distributor bearing uniform markings.
- (2) Trademark or service mark, defined as a word, phrase, symbol or design, or a combination of words, phrases, symbols or designs that identifies and distinguishes the source of the goods from one party from those of others, on products or as part of store design.
- (3) Standardized color scheme used throughout the interior or exterior of the establishment.
- (4) Standardized uniform including but not limited to aprons, pants, shirts, smocks or dresses, hat, and pins (other than name tags). (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Geographic Information System ("GIS"):** A computer system designed for assembling, storing, manipulating, and displaying geographically referenced information.

**Greenbelt:** A series of connected open spaces. (*A Planners Dictionary, PAS Report #521/522*)

**HOD:** Harbor Overlay District.

**Home occupation:** An occupation, trade, profession, or business activity conducted as an accessory use wholly or partly within a dwelling unit or in one or more accessory structure (s). (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Household:** One or more persons occupying the premises and living together as a single housekeeping unit. (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Inclusionary unit:** Any rental dwelling unit required pursuant to §139-11J whose rent, excluding utilities, does not exceed 30% of the gross income of an employee occupant. (*Nantucket Zoning Bylaw, Ch. 139-2*)

**Infill development:** The development of vacant or partially developed parcels which are surrounded by, or in close proximity to, areas that are substantially or fully developed. (*A Planners Dictionary, PAS Report #521/522*)

**Infrastructure:** Facilities and services needed to sustain residential, commercial, industrial, and all other land-use activities, including water, sewer lines, and other utilities, streets and roads, communications, and public facilities such as fire stations, parks, schools, etc. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**LC:** Limited Commercial District.

**LUG-1:** Limited Use General 1 District.

**LUG-2:** Limited Use General 2 District.

**LUG-3:** Limited Use General 3 District.

**MFOD:** Multi-Family Overlay District.

**MGL:** Massachusetts General Law.

**MMD:** Moorlands Management District.

**Nantucket Housing Needs Covenant (NHNC):** An affordable-housing covenant, either in perpetuity or for a specified number of years, limiting the use of all or part of the property to occupancy by persons or families with annual incomes less than 150% of the median annual household income for Nantucket County as determined by the most current calculations produced by the U.S. Department of Housing and Urban Development; or restricting the resale price of all or part of the property in order to assure its affordability; or, in any way limiting or restricting the use or enjoyment of all or any portion of the land for the purpose of encouraging or assuring creation or retention of rental and other housing for occupancy by persons or families committed to year-round Nantucket residency within the above-noted income limits. (*Nantucket Zoning Bylaw, Ch. 139-7, G, H*)

**NEHOD:** Neighborhood Employee Housing Overlay District.

**Neighborhood Area Plan:** A plan for a particular neighborhood or district that provides neighborhood-specific planning goals and objectives, strategies, and land-use plans and proposed bylaw changes, all in the context of this Plan.

**New urbanist:** An approach to land-use planning and design that promotes the building of compact neighborhoods with a mix of uses, housing types, architectural variety, and public spaces, with interconnected streets and alleys. (*A Planners Dictionary, PAS Report #521/522*)

**Node:** An identifiable grouping uses subsidiary and dependent upon a larger grouping of related uses. (*A Planners Dictionary, PAS Report #521/522*)

**OIH:** Special Our Island Home District.

**Paratransit:** A form of public transportation characterized by the flexible routing and scheduling of small vehicles to provide shared occupancy, doorstep, or curbside personalized transportation service. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Pocket park:** A very small park or open space, usually found in densely developed areas.

**Preservation restriction:** A right that runs with the land, held by a governmental body or by a charitable corporation or trust, whether or not stated in the form of a restriction, easement, covenant or condition, in any deed, will or other instrument executed by or on behalf of the owner of the land or in any order of taking, appropriate to preservation of a structure or site historically significant for its architecture, archaeology, or associations, to forbid or limit any or all activities as set forth in MGL, Ch. 184, Sec. 31.

**Public Wellhead Recharge District (PWR):** A zoning overlay district, the area of which is established on the basis of hydrologic analyses, that identifies the zone of influence for a public water-supply well. The district provides limitations on land uses and a regulatory review process to protect the underlying drinking-water supply.

**R-1:** Residential-1 District.

**R-5:** Residential-5 District.

**R-10:** Residential-10 District.

**R-20:** Residential-20 District.

**R-40:** Residential-40 District.

**RC:** Residential Commercial District.

**RC-2:** Residential Commercial 2 District.

**ROH:** Residential Old Historic District.

**Seamless linkage:** A program that "links" various modes of transportation (generally excluding the private automobile) through integrated scheduling, joint ticketing, and other means to smooth the transition between modes, extending from point-of-departure to point-of-arrival.

**Secondary dwelling:** A second, detached or attached dwelling unit on a lot, subordinate in size to the primary dwelling or residence. The principal purpose of secondary dwellings is to create housing opportunities through the provision of affordable rental housing for year-round residents, including senior citizens, while affording the owner of the primary residence with the opportunity to generate supplemental income. (*Nantucket Zoning Bylaw, Ch. 139-7*)

**Special permit:** A permit process to allow a property use that would not be appropriate generally or without restriction throughout a zoning district, but which, if controlled as to number, area, location, or relation to the neighborhood, would promote the public health, safety, morals, order, comfort, convenience, appearance, prosperity, or general welfare. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Smart growth:** Planning, regulatory, and development practices founded upon and promoting the following principals: using land resources more efficiently, supporting the location of development in compact neighborhoods within walking distance of each other, providing a variety of housing choices, supporting walking, cycling, and transit as attractive alternatives to driving, connecting infrastructure and development to minimize future costs, and to improve the development review process so that developers are encouraged to apply the principals stated above. (*A Planners Dictionary, PAS Report #521/522*)

**SOH:** 'Sconset Old Historic District.

**SR-1:** 'Sconset Residential-1 District.

**SR-10:** 'Sconset Residential-10 District.

**SR-20:** 'Sconset Residential-20 District.

**Town or Town Overlay District (TOD):** In the specific context of this Plan, a zoning overlay district designated for growth that contains historic developed areas, and those areas deemed suitable for expansion for future growth.

**Traffic calming:** The concept of reducing the adverse impacts of motor vehicles through, among other measures, reducing motorist speed, reducing traffic volumes, and providing more space and safety for pedestrians and cyclists. (Derived substantially from *A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Transfer of development rights ("TDR"):** A program that can relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the "donor" site) to another ("receiver") site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was zoned, with minimal environmental, social, and aesthetic impacts. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

**Village centers:** Small commercial centers within walking distance of the homes of residents in established neighborhoods that function primarily to serve the convenience needs of those neighborhoods.

**VN:** Village Neighborhood District.

**VR:** Village Residential District.

**VTEC:** Village Trade, Entrepreneurship and Craft District.

**Zoning Overlay District:** A district that prescribes special regulations to be applied to a site in combination with the underlying or base district. (*A Glossary of Zoning, Development, and Planning Terms; American Planning Association, PAS Report # 491/492*)

## INTRODUCTION

### WHAT IS A 41-81D MASTER PLAN AND WHY CREATE AND ADOPT IT?

The Plan is:

***“... a statement, through text, maps, illustrations or other forms of communication that is designed to provide a basis for decision making regarding the long-term physical development of the municipality;”  
(M.G.L. Ch. 41-81D)***

Perhaps the most frequently asked question posed to staff and Planning Board members over the last three years is why create a 41-81D Master Plan (hereinafter the “Plan”)? The answers are simple, and there are multiple considerations. The Plan:

- Is a basic requirement of M.G.L. Ch. 41-81D,
- Updates the soon to be expiring town-adopted *Goals and Objectives* of 1990,<sup>1</sup>
- Advances and clarifies salvageable aspects of the Comprehensive Community Plan (CCP) of 2001,<sup>2</sup>
- Provides a legally defensible basis and consistency standard for zoning changes, and
- Will set the stage to bring the community into compliance with anticipated changes to the state’s enabling laws, allowing greater local control.

Furthermore, it removes excuses for inaction, or deferral of critical community decision-making, by providing a basic guideline for the physical development of the community. Supported by the legislative authority of the Town, the Town Meeting, it should become an important touchstone document that current and future leaders will at least consult, if not use, to guide their actions.

Like the ebb and flow of Nantucket’s tidal currents, the Plan is intended to be an active, fluid, and evolving document that is a resource for those who seek to understand the past and present, and to imagine the future. By itself, it is not intended to be a rigid document, but it will result in specific and relevant proposals advancing to implementing agencies for their consideration. These implementation agencies may be local boards and commissions, or Town Meeting. The Plan’s implementation measures are meant to be objectively assessed, so that decisions can be made about the degree of success or failure of the various aspects of the Plan.

The curse of some master plans is that they are passed and then left on the shelf to gather dust and eventually be forgotten. Our hope is that this document will be actively used by staff, appointed and elected officials, and private and other non-profit groups. It is intended, like the *Goals and Objectives* document of 1990, to be relevant for at least a ten-year, but ideally a twenty-year period, so as not to require frequent comprehensive revisions. To do so risks “planning fatigue,” a never-ending and ultimately inaccessible process that is often unrepresentative, and a distraction from accomplishing the core mission of implementation.

Certain elements of the Plan will be updated annually, such as demographic information, implementation measures, and capital programming for services. On a four-year schedule, transportation (circulation) will be updated. On a five-year schedule, housing and open space will be

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<sup>1</sup> *Goals & Objectives for Balanced Growth: A Broad Policy for the Island’s Future*, prepared by the Nantucket Planning & Economic Development Commission, adopted by a vote of Town Meeting, November 13, 1990.

<sup>2</sup> *Charting the Future: The Nantucket Comprehensive Community Plan*, “ratified” by the Nantucket Planning & Economic Development Commission, January 8 (sic-see vote taken on January 2, 2001), 2001

revisited as required by other laws or practice. This updating will create a centralized reference for evolving factual data. This approach will keep the Plan current, reduce redundancy and minimize the extent of future revisions.

Because the Plan focuses on the physical development of the community, there is a deliberate emphasis on those aspects that have direct and indirect impact on the way the community looks. The nine elements of the statute make direct references to physical aspects, for example, density, infrastructure, and areas that are not developed. The elements are as follows, with ongoing staff comments noted below:

1. **Goals and Policy Statement** – Developed through an interactive public process, 2005-2009.
2. **Land Use** – Comprehensive overhaul proposed and in-process.
3. **Housing** – Covenant and home ownership program in place; rental and low income programs need development and implementation. Current priority.
4. **Economic Development** – Tied to zoning and land use. District definitions and development process underway.
5. **Natural and Cultural Resources** – Needs definition and discussion.
6. **Open Space** – Devised on a parallel track with the EOEIA required plan.
7. **Services and Facilities** – Developed through capital planning, municipal goals and departmental plans and practices.
8. **Circulation** – Developed as the Regional Transportation Plan (RTP).
9. **Implementation** – Adopted through Town Meeting warrant articles, bylaws adopted by boards or commissions and other municipal, non-profit, or private actions.

Many recommendations to revise zoning for reasons discussed in the body of the Plan are consistent with the Planning Board's efforts over the past three years (see Appendix A for complete list), and conform with actions taken at the last four consecutive Town Meetings.<sup>3</sup>

Within this physical environment, people conduct their lives: year-round residents, summer season residents and workers, and tourists whose time on Nantucket might be very brief. The decisions made about physical aspects have the potential to impact those lives, as any change might, in a positive, neutral, or negative way. Decisions must be carefully calibrated so that there are principles of fairness, transparency, and shared responsibility among the various segments of Nantucket's society. Responses to problems should be thoughtfully evaluated so that burdens are not placed indiscriminately on certain groups of individuals, or to the detriment of others; sacrifices should be shared and fully explained. Our staff planners have certain responsibilities to the public and are guided by the following:

- To serve the public interest
- To be conscious of the rights of others
- To be aware of the long-range consequences of present actions
- To pay special attention to the interrelatedness of decisions
- To include those who lack formal organization or influence so that they may have meaningful impact on development or plans which may affect them. <sup>4</sup>

These guidelines have motivated and inspired the Board to seek broad input on our activities over a longer period of time than initially contemplated, allowing for ample and varied public input as further described in the Methodology section of the Goals and Policy Statement that follows.

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<sup>3</sup> Appendix A, relevant Town Meeting actions 2006–2008

<sup>4</sup> AICP Code of Ethics

#### STATE HISTORY-AUTHORITY

Massachusetts State law (MGL Chapter 41, Section 81D) requires that a Planning Board produce a master plan. The law, part of early zoning enabling statutes adopted by the State in the mid-1930s, and relatively unchanged since 1947, does not require that a community's zoning laws be in compliance with this plan.<sup>5</sup> Until recently, there have been no direct consequences or benefits for having or not having said plan. Perhaps, as a result of the structural disconnect and a lack of penalties or incentives, many communities have not complied with the law, although they have undertaken planning activities and produced plans. Recently there has been significant statewide interest in adopting new state planning and zoning enabling statutes, as the current statutes have been described as obsolete.<sup>6</sup> Proposed changes in legislation would require consistency between zoning and planning, tasking regional planning agencies with review of local plans. In addition, the state implemented a "smart growth" program in 2004-2005, issued a "toolbox" of land use practices in 2007, and created a "scorecard" that ranks communities on a variety of criteria with the final score taken into account in competitive grant rounds. It is notable that between 2005 and 2009, Nantucket ranked among the top ten communities in the Commonwealth on the scorecard.<sup>7</sup>

#### BACKGROUND-NANTUCKET

Nantucket's Planning Board, created in 1955, operated without benefit of any plan until 1970. Planning documents intending to serve as master plans created between 1970 and 2001 were not consistent with the statute, probably for reasons discussed in the previous section. *Goals and Objectives* documents in 1983 and 1990 were submitted as warrant articles by the Nantucket Planning & Economic Development Commission (NP&EDC), and received strong support from Town Meeting.

The NP&EDC was created as Nantucket's Regional Planning Agency (RPA) in 1973 "for the preparation of comprehensive plans for the physical, social, and economic development of said county and town."<sup>8</sup> However, the authority delegated in the enabling legislation is only "to make recommendations for action to implement said plans to the responsible county and town agencies."<sup>9</sup> The NP&EDC was not intended to supersede the authority of the Planning Board, or to be given exclusivity for the planning for Nantucket's future. It is important and efficient for both the NP&EDC and the Planning Board to work together and to promote common goals.

In discussions in 2000, the NP&EDC rejected efforts to make the CCP compliant with statutory regulations, instead committing to develop a separate plan, led by the Planning Board.<sup>10</sup> The CCP was not adopted by the Town in a formal warrant article, although a nonbinding "ratification" discussion occurred amidst a Special Town Meeting on January 8, 2001.<sup>11</sup> These events are of questionable procedural and legal value, and as stated repeatedly in the document: "The objectives and recommendations listed below are not intended as mandates to the Town of Nantucket, or to any other person, agency, organization, or public or quasi-public entity."<sup>12</sup>

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<sup>5</sup> Bobrowski and see discussion at *Rando v. Town of North Attleborough*

<sup>6</sup> MA APA

<sup>7</sup> <http://www.mass.gov/?pageID=gov3subtopic&L=5&L0=Home&L1=Key+Priorities&L2=Job+Creation+%26+Economic+Growth&L3=Clean+Energy+%26+Smart+Growth-Smart+Energy&L4=Commonwealth+Capital&sid=Agov3>

<sup>8</sup> Chapter 561 of the Acts of 1973

<sup>9</sup> *Ibid*

<sup>10</sup> NP&EDC, minutes of October 3, 2000

<sup>11</sup> NP&EDC, minutes of January 8, 2001

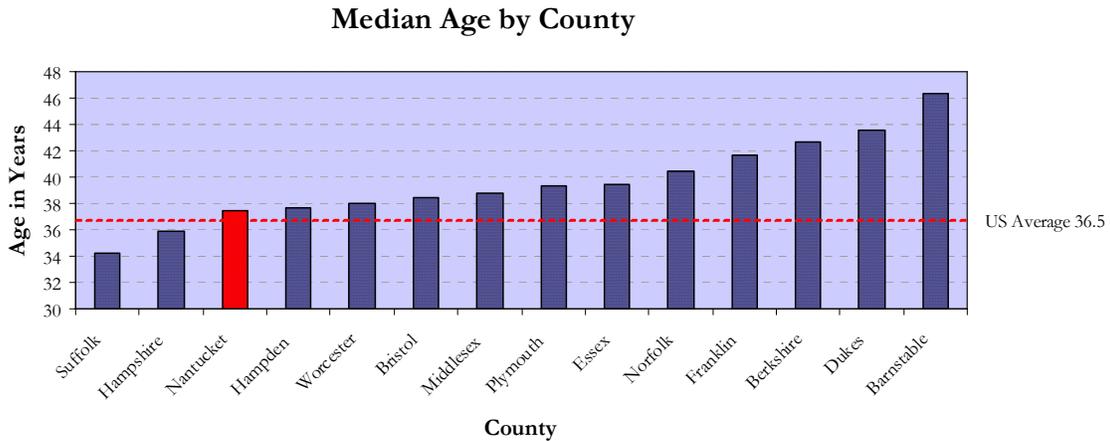
<sup>12</sup> CCP, pp. 8-9

Although several objectives of the CCP were adopted by Town Meeting, the Town and Country overlay concepts,<sup>13</sup> and covenant housing programs being most prominent, the voters ultimately rejected key underpinnings. The most significant was the discontinuation of the building cap program, which sought to limit the number of building permits issued per year. This measure failed to achieve the necessary two-third (2/3) majority at the 2001 Special Town Meeting and expired on December 31, 2001.<sup>14</sup> Its defeat rendered much of the CCP obsolete because many of its objectives were dependent upon the continuation of the building cap. By 2004, the NP&EDC and the Planning Board voted to make the development of the Master Plan their top priority, thereby directing staff to this effort.<sup>15</sup> The Planning Board began its current focus on the Master Plan in July, 2005.

**NANTUCKET GROWTH – DISCUSSION**

The demographic profile of Nantucket has changed in both profound and subtle ways over the past twenty years, as explained in detail below. Overall, the population is larger, wealthier, more educated, and more diverse than in the immediate past.

The dominant age group is currently those between ages 24 and 36, with a median age equivalent to that of the State, which is 36.5 years.<sup>16</sup>



**Figure 1. Median Age by County (US Census 2006)**

<sup>13</sup> Warrant Article 37, 2002 ATM

<sup>14</sup> Warrant Article 4, 2001 STM

<sup>15</sup> NP&EDC, minutes of July 8, 2004 and Planning Board, minutes of June 28, 2004

<sup>16</sup> U.S. Census Bureau, Profile of General Demographic Characteristics: 2000

In contrast to the State, Nantucket has a slightly higher percentage of males than females, a significant percentage in the 18-24 age groups in the construction industry, as shown below.

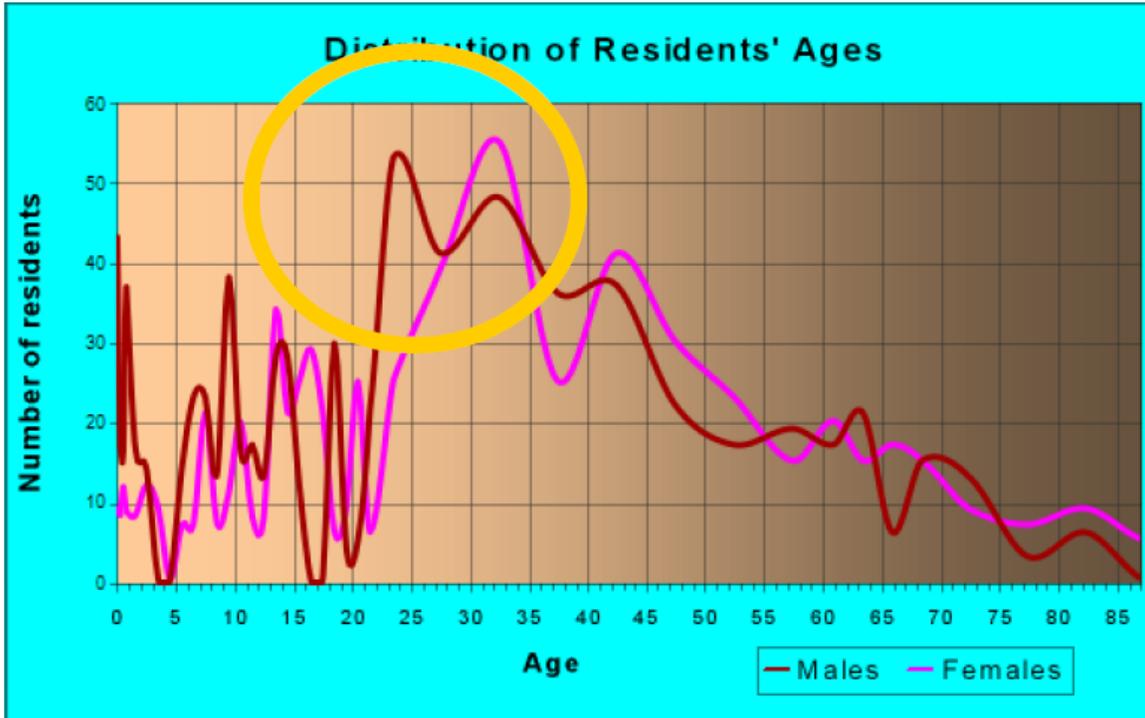


Figure 2. Distribution of Residents' Ages (www.city-data.com)

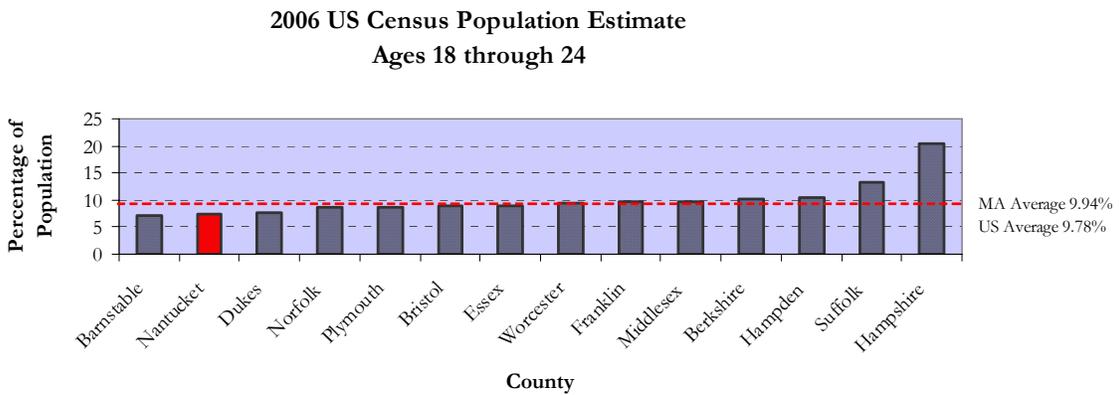
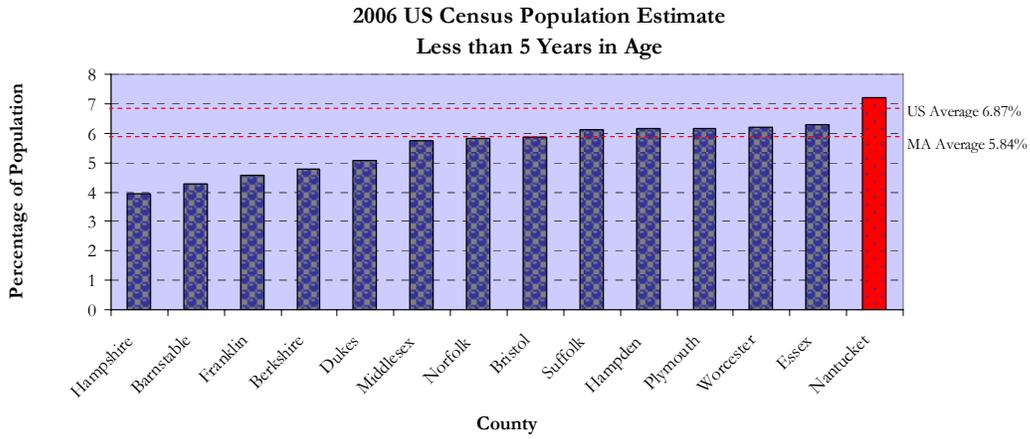


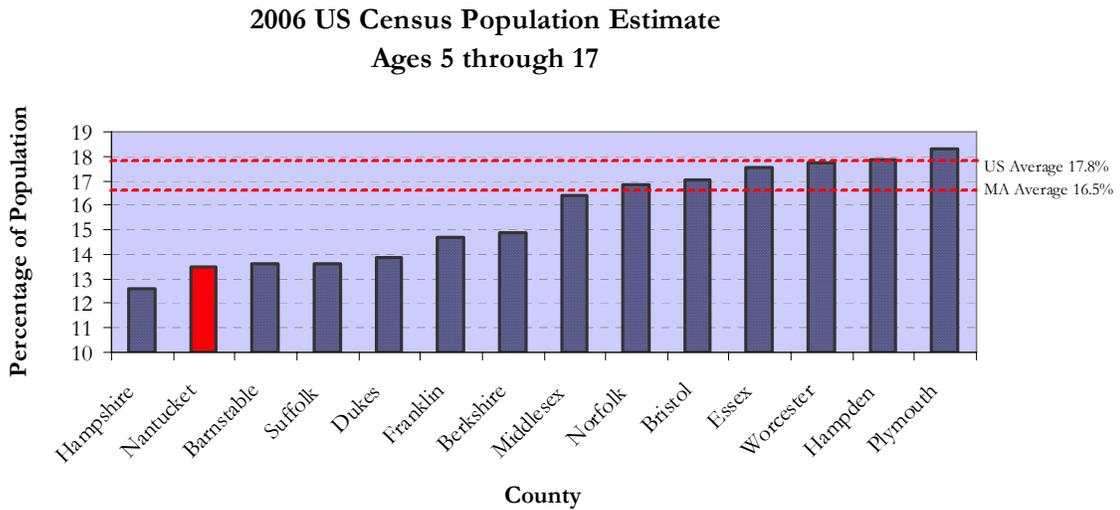
Figure 3. Population Estimate (US Census 2006)

Perhaps because this age group corresponds with prime child bearing years, Nantucket also has the highest number of infants and children less than 5 years old compared to other counties in the State, as shown in Figure 4.

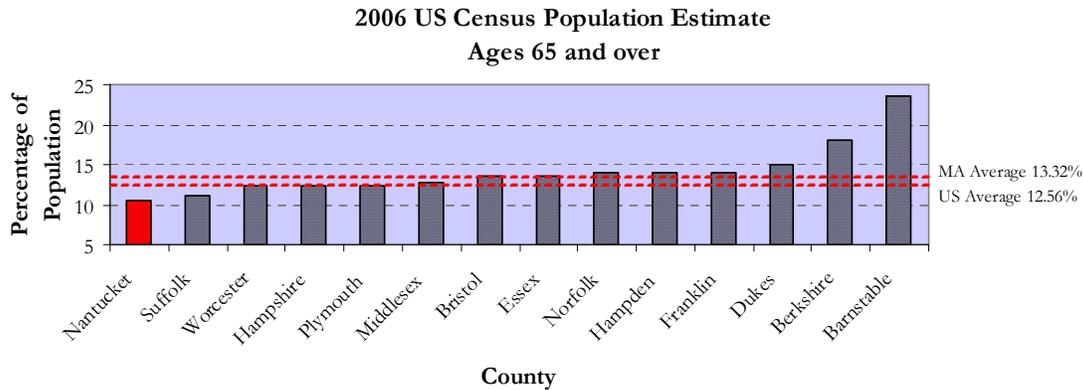


**Figure 4. Population Estimate - Less Than 5 Years Old (US Census 2006)**

Comparatively, Nantucket has among the lowest percentage of children between 5 and 17 and elderly residents (over 65) as other Massachusetts’ counties, as shown in Figures 4 and 5.

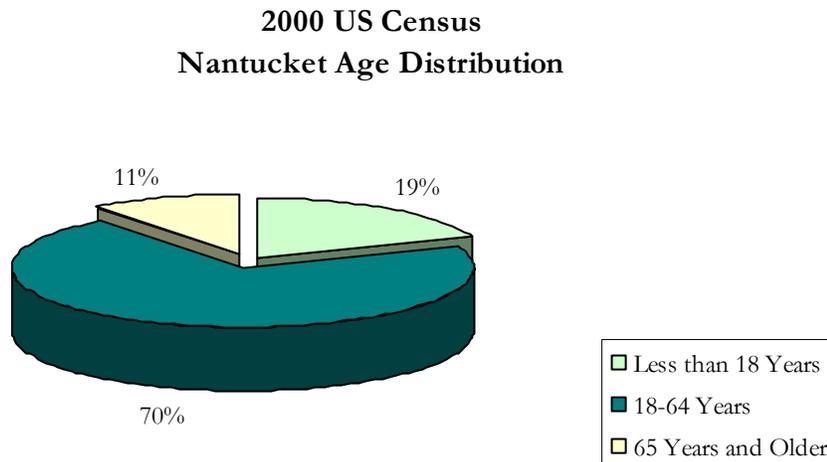


**Figure 5. Population Estimate - 5 to 17 Years Old (US Census 2006)**



**Figure 6. Population Estimate - 65 and Over (US Census 2006)**

Figure 5 suggests that couples with children aged 5 to teenagers relocate to attend school off-island, or that a new group of young families is advancing. In the case of the Figure 6, perhaps lack of facilities, high cost of living, or the need to draw upon home equity motivates seniors to leave. Those of working age, 18-64, are the largest age group as a percentage of Nantucket’s population, as shown in Figure 7.



**Figure 7. Age Distribution (US Census 2000)**

Nantucket’s residents are represented throughout an economy that continues to be dominated by the construction, retail, and service sectors, supported by second homes and tourism. While median income for year-round residents is above that of the State, it is offset by higher costs of living, and is insufficient in relation to housing prices.

As of 2006, there were 10,535 housing units on Nantucket, over 4,000 used year-round, and the balance for primarily non-winter seasonal use.<sup>17</sup> The predominant housing type is the freestanding single family home. Overall density on Nantucket is considered low at 198.3 persons per square mile, when compared to the State, which is about three times that amount.<sup>18</sup> There are distinct areas of relatively higher density population centers, such as the downtown and mid-island/Old South Road

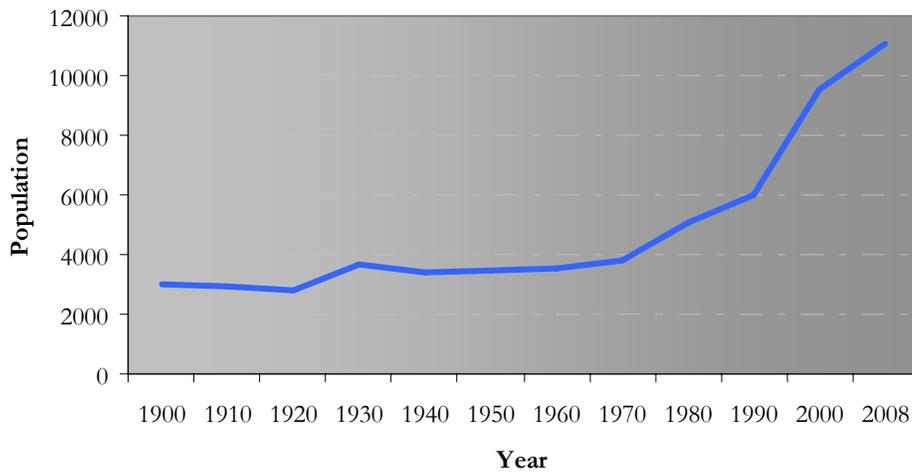
<sup>17</sup> <http://quickfacts.census.gov> note: Over 4000 is based on the fact that 4040 dwelling units as of 2000 were used year-round. This number will not be updated until 2010 census.

<sup>18</sup> <http://quickfacts.census.gov>

corridor, offset by large uninterrupted open areas in the eastern central area around Altar Rock and other outlying locations.<sup>19</sup>

#### POPULATION

Dramatic growth of the year-round population, beginning in the decade between 1970 and 1980, has continued at a somewhat consistent rate, now estimated at 11,060.<sup>20</sup> The Nantucket Town Clerk contested the Census Bureau's 2007 population estimate by submitting anecdotal evidence such as energy use, birth rates, and tonnage of refuse deposited at the landfill. Upon review by the Census Bureau, the population estimate was then increased from 10,531 to 11,060.<sup>21</sup> Figure 8 illustrates historic growth in Nantucket's population. An accurate count of the population is important for a variety of reasons and the upcoming 2010 US Census is an opportunity to ensure accuracy for the next decade.



**Figure 8. Nantucket Population 1900-2000 (US Census)**

According to the most recent US Census estimates, Nantucket County is the fastest growing County in Massachusetts in terms of *percentage* since 1990. This statistic is somewhat misleading however since Nantucket County contains one town, and in terms of actual growth in numeric population and percentage of growth for Massachusetts' municipalities, it is not among the highest growth counties or communities, as shown in Figures 9 and 10.

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<sup>19</sup> See Map 1, Land Use

<sup>20</sup> US Census

<sup>21</sup> Letter from the United States Department of Commerce dated January 13, 2009

### 2006-2007 Population Increase by Percentage

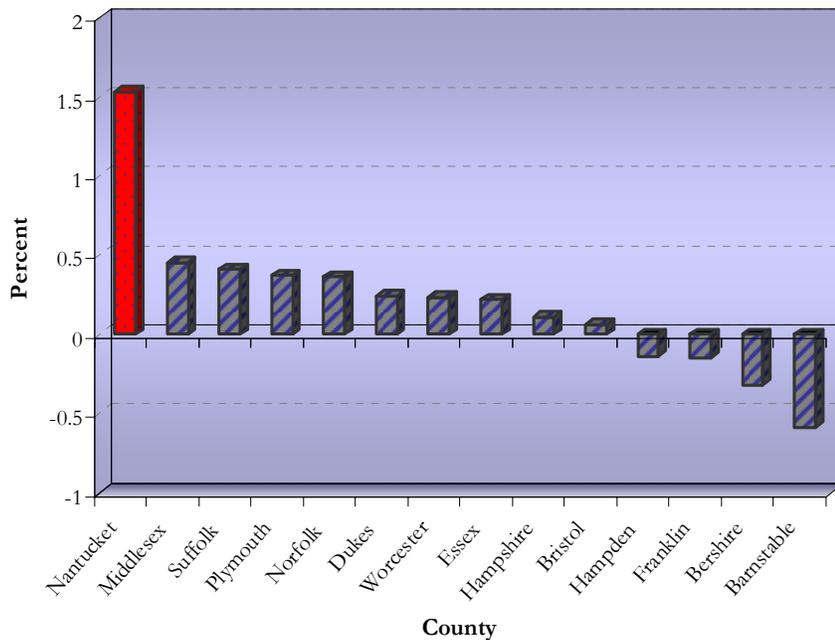


Figure 9. Population Increase by County (US Census)

### 2006-2007 Population Increase by Number of Persons

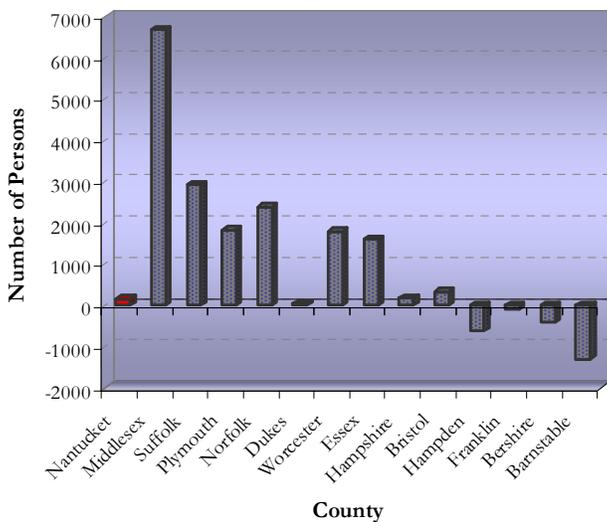


Figure 10. Population Increase by County (US Census)

The increase in population has been dramatic to local residents, with a very small core population that has tripled since 1970, making the community less of a small town, and more complex and multi-faceted. Increased population has of course resulted in more dwellings, vehicles, infrastructure and overall activity. Many areas of the island, particularly the central mid-island neighborhoods adjacent to the schools and reaching to the airport, that had once been sparsely developed or vacant, now teem with dwellings and human activity. It is estimated that Nantucket's year-round population will continue to grow at 3% annually, with the year-round population reaching approximately 11,500 in 2010.

Nantucket's population is now statistically more diverse and, following national trends, includes more residents and temporary workers from foreign countries than ever before. Nantucket is one of the three Massachusetts counties with the highest percentages of international migration, boosting their population estimates from 2007 to 2008.<sup>22</sup> Nantucket's African American population of 9.9% now exceeds the State's average of 6.9% (2006).<sup>23</sup> The island's Hispanic population grew at the fastest rate statewide between 2000 and 2007, at 5.17%.<sup>24</sup> In 2007, four of the top seniors at Nantucket High School were "immigrants who came to the island as 9-, 10-, and 12-year olds, barely speaking English," from Bulgaria, Thailand, El Salvador and Lithuania.<sup>25</sup>

It is estimated that Nantucket's summer population exceeds the year-round population by a factor of four to five, approximately 40,000 to 50,000 persons during the peak months of July and August. During this time, Nantucket fills with year-round and summer residents, tourists and day-trippers, a rhythm that has remained somewhat consistent for at least the last fifty years. Economic indicators, assessed value of vacation homes, and anecdotal evidence all suggest that the summer population is wealthier than in most second home areas of Massachusetts, and Nantucket is among the most prestigious areas of the nation for a summer or second home address. Shoulder seasons in the spring and fall are active, with winter still being an annual low point of population, as many year-round and seasonal residents leave for warmer destinations.

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<sup>22</sup> <http://www.census.gov/popest/counties/>

<sup>23</sup> <http://quickfacts.census.gov>

<sup>24</sup> Source: Population Division, US Census Bureau 2006-2007, release date July 10, 2008

<sup>25</sup> Carroll-Bergman, Margaret, *Inquirer and Mirror*, "Immigrant wave producing some top students at NHS" February 7, 2008

HOUSING

Rising property values have been, until recently, constant on Nantucket. Median values soared from \$795,000 in 2000 to \$1,475,000 as of September 2008.<sup>26</sup> Like the rest of the nation, a significant downturn in real estate is now affecting Nantucket. Figures 11 and 12 illustrate this point.

### Median Home Sale Price

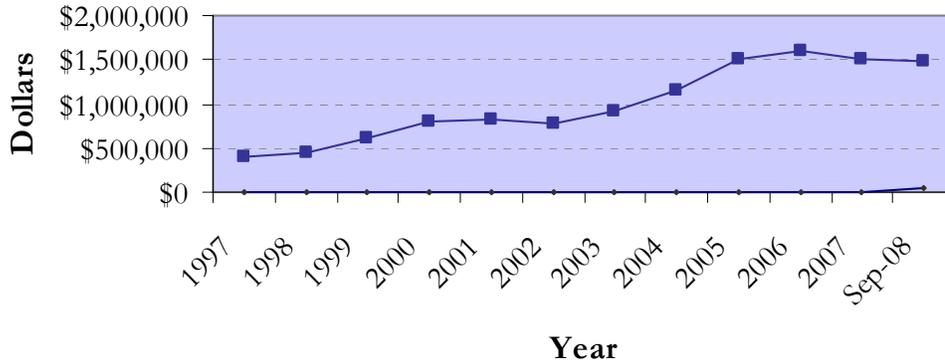


Figure 11. Median Home Sale Price (Source: Denby Real Estate Inc.)

### Average Home Sale Price

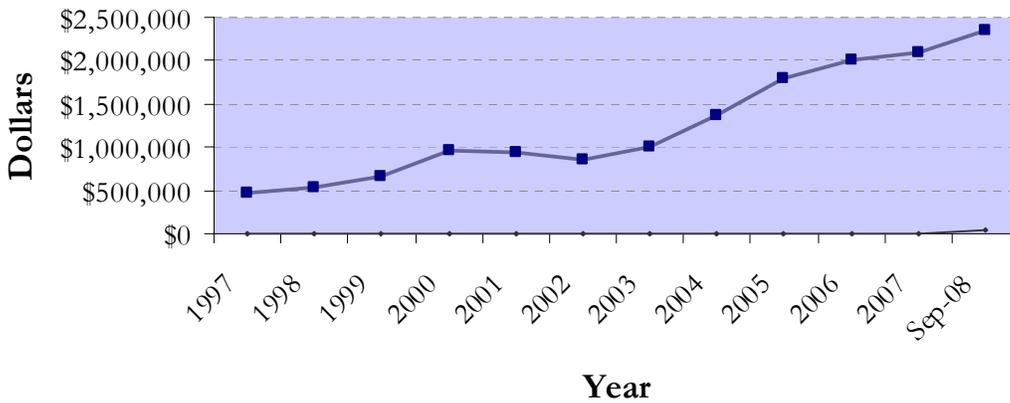


Figure 12. Average Home Sale Price (Source: Denby Real Estate Inc.)

Affordable housing has become one of the most serious issues affecting Nantucket, and both the Board of Selectmen and Planning Board have prioritized addressing this issue as part of this Plan.

Of the 9,176 housing units existing in 2000, 86.8% of them were freestanding single-family homes.<sup>27</sup> Between 2000 and 2007, building permits were issued for 1,631 new units<sup>28</sup> although some of these

<sup>26</sup> Denby Real Estate <http://blog.denby.com>, (September 2008 Inventory Report)

<sup>27</sup> <http://quickfacts.census.gov>

<sup>28</sup> Town of Nantucket records

permits were for replacement homes or “teardowns.” The US Census in 2006 estimated the total number of dwelling units to be 10,535.<sup>29</sup>

Based on Nantucket Tax Assessor records, there are 5,246 lots with single-family dwellings, 2,141 lots with two or more dwellings and 1,696 vacant parcels of land.<sup>30</sup>

#### BUILD-OUT STUDIES

Several studies of the island’s build-out have been conducted over the years, the most recent being completed in 1996 by the NP&EDC, and in 2000 by the State. The conclusions of each could not be more different. The earlier build-out study estimated over 25,000 new dwelling units, while the State estimated 2,128. Both are significantly out of date and employ questionable methodology. Such studies are an inexact exercise and depend on existing zoning allowances. The earlier study assumed that all land would be developed, and all lots would contain two dwelling units as allowed under zoning.<sup>31</sup> The latter discounted 80% of the town’s total acreage as unbuildable because of wetlands and other constraints, and only accounted for by-right development.<sup>32</sup> The true build-out perhaps lies somewhere in between these numbers. Ultimately, these numbers fail to tell the entire story about the future of Nantucket, as a “dwelling unit” is assumed to be a free standing structure, which is not accurate (as in the case of an accessory apartment or conversion of a duplex in an existing structure). Other factors such as property assembly are not included, and the fact that zoning can be changed or waived, as through the MGL Chapter 40B process, discussed under the Housing Chapter of this Plan.

Focusing on build-out in smaller, manageable areas, through a neighborhood-based, interactive process (known as Area Plans), has allowed the development of meaningful estimates and actions in reducing or managing potential build-out. This Plan’s intent is to reduce overall build-out not just in terms of dwelling units, but also in other intensity-related factors concerning size and bulk of structures, and utilization of land, such as protecting residential areas from industrial uses and vice-versa. The Plan envisions balance; density in some areas will be reduced, and many will remain constant or, in some limited instances, be allowed to expand. In accordance with the Town and Country concept, reductions will primarily occur within the Country Overlay District (COD) areas, and most increases encouraged within the Town Overlay District (TOD). There may be exceptions to this principle to achieve consistency between zoning district and location in the TOD or COD. Changes which reduce density in the TOD may occur due to goals of an area plan, or change to a commercial district, which sets a higher minimum lot size. In the COD, changes within LUG zoning districts might be allowed in accordance with area plans, or to achieve overall goals of the plan for village centers, for example.

#### NANTUCKET ZONING – DISCUSSION

The Zoning Bylaw is the most basic element for any community, providing both the foundation and outline for its future physical development. Nantucket’s history with establishing zoning, discussed in more detail in the Land Use Chapter, has been one of aversion and compromise. According to many of those involved, the highly controversial process leading to the adoption of the Zoning Bylaw in 1972 was largely based upon recommendations of the 1970 plan, but influenced by highly charged political events of the time. Compromises and changes were made to assuage fears concerning the downtown redevelopment, and to win the support of large landholders and their families, by mapping large undeveloped areas as commercial.<sup>33</sup>

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<sup>29</sup> U.S. Census Bureau, State & County QuickFacts

<sup>30</sup> Town of Nantucket Tax Assessor Records: March 23, 2009

<sup>31</sup> Nantucket Build-out Analysis: 1997

<sup>32</sup> EOEI Build-out

<sup>33</sup> Observations of the Planning Director

Analyzing what is possible under the existing zoning has been an important and early task of this Plan's process. It revealed numerous conflicts and unanticipated potential. The Planning Board has long sensed a growing dissatisfaction with Nantucket's zoning, found in the early *Goals and Objectives* documents and continuing through to the present time. Recommendations for changes appear in all post-1970 planning documents, but until recently, lacked definition. As examples, the CCP recommended the following as objectives, but again without specificity:

- Objective 1.1: "To make the distinction between Town and Country Districts;"<sup>34</sup>
- Objective 1.7: "To support existing neighborhoods located in the Country Overlay District;"<sup>35</sup>
- Objective 1.10: "To place limits on the spatial extent of growth and the size and character of new development"<sup>36</sup>

An important goal of this Plan is to provide such specificity, in terms of constructive changes to the zoning bylaw, which will represent the intent of these and other recommendations advanced from the CCP.

Staff analysis of zoning potential revealed existing areas that appear fully built-out, yet in fact have extensive capacity for re-subdivision, and substantial numbers of new dwellings. The Board and staff were concerned that the Town was either not ready for, or unsupportive of, certain actions, especially actual zoning changes. In accordance with the stated intent of the 41-81D Statute, the broadest possible process to include the public, between the summer of 2005 and close of 2008, was implemented.

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<sup>34</sup> CCP, page 32

<sup>35</sup> Ibid, page 41

<sup>36</sup> Ibid, page 48

## CHAPTER 1: GOALS AND POLICIES STATEMENT

### INTERACTIVE PUBLIC PROCESS:

Planning process is not known for being the most exciting or entertaining of venues. The Planning Board recognized that an intensive process had been employed in the development of the CCP; its members participated in many of the four and a half years of consultant studies and workgroup efforts that contributed to its development. Many individuals had invested considerable amounts of time in the process, and many policies were worthy of further development.

A series of non-binding ballot questions, and a questionnaire included in the Town's annual census, were the first efforts of the Planning Board to expand input for the following reasons:

- To broaden the level of participation
- To reach residents who are not typically represented
- To prove or disprove our assumptions, level of understanding, and general direction<sup>37</sup>

Preparation of warrant articles to test assumptions and results of the ballot/questionnaires inspired direct contact with affected residents of potential Planning Board recommendations, and the Board and staff learned many lessons, enough to continue this process through successive Town Meetings. The Board and staff also realized several important tools in the zoning bylaw were missing, including appropriate zoning districts, and that unsupportable mapping of the TOD and COD needed correcting.

### THE INTERACTIVE PUBLIC PROCESS: A TIMELINE

#### BACKGROUND INFORMATION

In August of 2000, the NP&EDC and the Board of Selectmen decided to pursue a Comprehensive Community Plan (CCP), rather than a 41-81D Plan under state statute. In January, 2001, the CCP was "ratified" by NP&EDC, and discussed at a recessed Special Town Meeting. The building cap and numerous other articles related to the CCP were not approved. In December of that same year, the building cap, a key element of the CCP, expired. Town Meetings from 2002 through 2004 approved various CCP related articles, such as the Nantucket Housing Needs Covenant program. In June of 2004, the Planning Board prioritized the need for a 41-81D Plan. In October of that year, a new NP&EDC Chairman was elected.<sup>38</sup>

#### 2005

After a shift in leadership at the Planning Office, in both staff and elected officials, initial discussion of the need for a 41-81D plan commenced in May with the Board of Selectmen. A new Planning Director was appointed in June, and the BOS authorized \$50,000.00 for the preparation of a Master Plan. Later that month, the Planning Board outlined a preliminary, timeline. By August, a general direction had been determined, and a website was activated; in the fall, forums on each element were held. In November, Town census questions were developed, and in December, an additional discussion with the BOS was held. In 2005 the Planning staff met with the Board of Selectmen on four (4) occasions to discuss the progress of the Master Plan.

#### 2006

At the April Annual Town Meeting, test articles for zoning changes were voted; non-binding ballot questions were voted at the polls. In June, discussion with the BOS continued. Based on the support

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<sup>37</sup> December 14, 2005 BOS presentation

<sup>38</sup> 2005 Town of Nantucket Annual Report, page 83

of the Town and Country concept demonstrated by census and ballot question results,<sup>39</sup> warrant articles implementing the TOD and COD were adopted at Special Town Meeting in October. Three hundred, ninety-nine (399) acres of TOD changed to COD and 17 acres of COD changed to TOD. In 2006 the Planning staff met with the Board of Selectmen on two (2) occasions to discuss the progress of the Master Plan.

2007

At the ATM in April, more test articles for zoning changes were adopted. The Land Use Planner position was filled after a two-year vacancy, restoring the staff to its necessary capacity.

2008

ATM adopted articles restructuring much of the zoning bylaw, including the implementation of an industrial zoning district. At the end of September, a Draft Plan was released for a 60 day comment period. A joint BOS/Planning Board informational session was held in October, and the first Public Hearing before the Planning Board occurred a month later. Public comment ended December 1, and a second Public Hearing before the Planning Board was held on the 4<sup>th</sup>. In 2008 the Planning staff met with the Board of Selectmen on two (2) occasions to discuss the progress of the Master Plan.

2009

The Master Plan was approved by the Planning Board and determined to be complete by the NP&EDC on March 30, 2009. At the Annual Town Meeting in April, Warrant Article 26, which proposed acceptance of the plan, was unanimously approved without discussion.

#### METHODOLOGY

The Planning Board discussed general goals at its August 29, 2005 meeting. Thereafter, the Board requested that the staff combine the extensive work of the Steering Committee of the CCP with the extensive input received over the past three years. Some of the CCP values and policies, embedded in its goals and objectives, were carried forward with modifications. The Board discussed the adoption of the general goals for each element on January 22, 2007.<sup>40</sup> Each contains edits or changes, removing possessive “our” language, simplifying intent, and removing multiple references. During the preparation of the draft Plan, released on September 30, 2008, fifty-eight (58) “objectives” of the CCP were advanced and seventy-one (71) were not. An explanation of why those “objectives” were removed is found in Appendix C. In addition, a review of the 1990 *Goals and Objectives* was conducted by staff. Objectives were found to be implemented, obsolete or covered by the current Plan. Changes to the plan were made by the Board as a result of input received during the public comment period (Appendix D) including those at an informational meeting held with:

- Board of Selectmen
  - October 15, 2008
- Planning Board
  - November 17, 2008
  - December 4, 2008
- Finance Committee
  - October 15, 2008
- NP&EDC
  - February 2, 2009

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<sup>39</sup> Appendix B: Survey and Ballot Question results

<sup>40</sup> Planning Board, minutes January 22, 2007

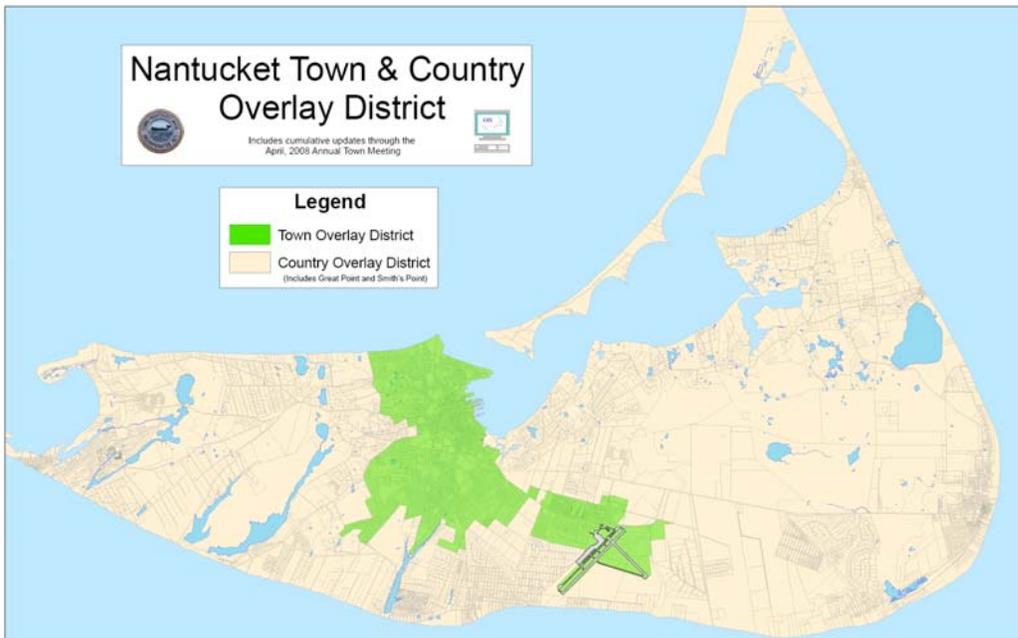
## VISION

The Board and staff articulated a vision for the physical development of Nantucket based on its detailed review of prior documents, experience with land-related issues, review of detailed questionnaire comments, non-binding ballot questions, and public input. This vision is for a future that is not radically different from what it is today. Most do not feel that Nantucket should change into something else, but instead remain close to what it is, or as remembered through nostalgia. Change is difficult to accept on Nantucket, although unavoidable, as noted in the first master plan:

“One of history’s greatest lessons is the inevitability and continuity of the process of change. Whether by man-made or natural forces, change is perhaps the only constant in human history. To attempt to resist change is to court disaster: to attempt to accommodate and direct change is to believe in the possibility of a better world. Change undirected is chaos; change, directed or managed is order, truth and beauty.”<sup>41</sup>

There is consistent concern expressed about development, and most respondents to both survey and non-binding ballot questions want less development,<sup>42</sup> and support changing zoning allowances, as evidenced by past voting. Achieving this result requires balance between individual rights and economic and legal realities, a process that is not easily explained or accomplished. It involves change, primarily in land use related elements that are explained in great detail in the Land Use chapter. In fact, land use reforms have consistently been reported by planning staff, and supported by the Planning Board, as requiring the most extensive attention, in turn affecting most other elements in this Plan.

It is important to realize that overall reduction of growth will not occur in all areas. Generally the intent of the TOD and COD is to allow growth in the TOD and discourage it in the COD.



**Figure 13. Town and Country Overlay Districts**

<sup>41</sup> The Urban Design Group, Master Plan for Nantucket Island, Nantucket Planning Board, 1970, Book 1, p. A-1 to A-2.

<sup>42</sup> 37% answered “I support more regulations that would curtail most new growth.” Only 8% supported more growth.

The most effective growth management techniques to date have been land acquisition, review by the Historic District Commission, and perhaps through the lack of utility services, with somewhat secondary importance placed on zoning. Reliance on “one-size fits all” zoning measures is proposed to be replaced with more tailored standards. As a result, some limited areas are proposed to allow more overall density, such as the Town commercial districts, and Residential 5 and 10 districts, under certain conditions related to affordable housing creation and unit sizes. In the COD areas, removal of TOD zoning districts through mapping, altered standards such as setbacks and height developed through the area plan process, and reduction of barriers to open space creation, will provide greater protection.

Developing a vision that a majority can agree on is a daunting task, considering the vast differences between many residents in age, incomes, life experiences, etc. Ultimately however, there are some basic concerns on which all would likely agree. Safety, security, economic stability, beauty, and maintenance of homes and infrastructure, are all important to the “long-term physical development” of Nantucket. In addition, Nantucket has high standards for its built-environment including, but not limited to: landscaping, streets, property maintenance, and public buildings. It is usually quite apparent which areas are deficient. However, these standards are not well defined, and as a community, there has sometimes been a propensity not to pay for resources needed to maintain these high standards for public assets as evidenced through both Town Meeting and ballot votes. In many ways, most would recognize that the quality, appearance, and strong historical connection of Nantucket are absolutely essential to its economy, dominated by tourism and second-home related sectors. The vision is therefore highly related to maintaining established patterns, and ensuring that changes enhance or, at least, do not detract from the island’s character.

Comments about detraction of character generally tie back to housing and land use, the following found in many written comments from the Town questionnaire and frequently expressed to the Planning Board at public hearings:

- overcrowded, poor quality, badly maintained housing in some areas;
- lack of affordable housing island-wide;
- car-related impacts – too many and not enough places to store them;
- encroaching development on remaining natural areas;
- overuse of resources such as beaches;
- litter; and
- barren streetscapes in commercial areas outside of the town.

The visions articulated below are broken into two categories, TOD and COD, because these areas and sub-areas within each are in fact entirely different in appearance, function and scope. Overall, the vision of both areas must respect Nantucket’s historic and cultural codes, which are discussed in Chapter 5, and should be embedded in bylaws and statutes where possible.

#### TOWN

The future vision must start with its traditional port of entry and “center.” This is its venerable commercial downtown core, branded by a signature cobblestoned Main Street, a commercial district free of formula retail stores, and abundant with welcoming institutions and cultural activities. It is surrounded by a residential historic district, which will continue to be cherished, maintained, and viable. This area will remain as the symbolic “heart and soul” of the community, and be representational of Nantucket in memories, and in media to the outside world. The downtown core will still bustle with the activity of residents and visitors of all ages, socio-economic backgrounds, and cultures, hopefully for a longer season than currently exists. In this core, more residents will live above businesses in second and third floor dwelling units. There will be ample opportunities for public gatherings, festivals, and community interaction. Places of quiet beauty for resting or viewing

the harbor will be provided, as well as numerous ways to welcome newcomers and visitors. The harbor will remain active, accessible, and visible through public walkways and sites of importance. The downtown core will function well, due to improved parking strategies, and better, more comfortable, public transportation facilities. The residential historic district surrounding the downtown will be the same blocks of historic homes, the majority of which are fully restored and maintained, with gardens and trees. Many of these homes will be of museum quality, but will be full of life, hosting family events, and creating a lifetime of memories. Well-maintained sidewalks, shaded by trees, will encourage walking and appreciation of all of these resources.

The commercial part of the mid-island area will evolve into an attractive district, with a full range of retail, office, and dining options, catering primarily to year-round needs. It will not compete with downtown, but will be complementary, accommodating businesses that may not be able to locate downtown, such as automobile service, grocery, and building products. Mixed-use structures will house both business and residential uses, and more residents will live in this district. It will be more attractive and less “mainland” in appearance and function in the future, through better development, site planning, and overall management.

Distinctive neighborhood-based commercial areas will thrive around existing commercial nodes, becoming individualized, and developing their own “personalities.” This will emerge depending on their location, and be influenced by the residential areas that they serve within walking distance. The scale of these areas will be smaller than the downtown or mid-island areas, and the focus will be on serving local needs. Area plans will have guided the specific standards and appearance of these neighborhood districts. Figure 15 in the Land Use section (page 47) illustrates this overall concept and relationship to both the downtown and mid-island districts.

All of the above commercial areas will support locally created products to the greatest extent possible, allow for mixed-use, smart-growth development, foster identity, and provide a wide range of goods and services.

Within the Commercial Trade, Entrepreneurship, and Craft (CTEC) district, businesses incubated in homes, through hard work, will prosper and develop. In the Commercial Industrial (CI) district, heavy duty uses, needed to allow our community to operate, will be segregated from residential and environmentally sensitive areas. The airport will be well managed in this district, and, as the island’s secondary port of entry, remain true to its mission.

Residential areas will be attractive and pleasant, protected from nuisances. Streets will be clean and well maintained, with ample vegetation, including trees, to provide shade and protection for pedestrians and adjacent homes. Areas of high and moderate density will allow for neighborly interaction at nearby public parks, sidewalks, and bike paths, or from porches, or over fences. Front yards may be smaller in these areas, but they will not be filled with cars. The priority will be to locate parking on the sides of, or behind, homes. Suburban areas of moderate density will retain more landscaping and setbacks, providing more “breathing room.” A low density district, Residential-40, occurs within the Town, at the edges of the TOD and COD boundaries, to provide for a gradual, as opposed to an abrupt, transition.

Traffic congestion will be minimal, streets highly maintained, free of litter and damages, with proper bus stops, sidewalks, and bike paths as appropriate. Parks, playgrounds, and quiet open spaces linked by paths shall all be in the immediate vicinity. Trails through open space corridors will lead to the COD.

## COUNTRY

The majority of the island will remain low density, with large swaths of open space remaining green and natural. Habitat for rare and endangered species, managed so that a variety of landscapes survive and prosper, will be plentiful. Special natural features with cultural importance, such as spectacular beaches, ponds, land forms, forests and moors will be protected and properly managed as well. Estate properties, farms, traditional rural businesses, and villages will exist within this area. Villages will maintain their own unique character and personalities, which shall be articulated through area plans. Development will be of substantially lower intensity than that of town, and standards, rules and regulations shall be adjusted to encourage that the maximum amount of open space protection is prioritized in these areas, while respecting and balancing private property rights.

## IDEAS FOR SUSTAINABILITY

Nantucket has the natural resources – wind, tidal, and solar power – to achieve energy-independence and can be a leader in alternative energy production and sustainability practices. Toward this end, the Town of Nantucket joined the International Council of Local Environmental Initiatives (ICLEI) in July of 2008 and committed to completing, with the assistance of the volunteer Energy Study Committee and Sustainable Nantucket, a local non-profit, the milestones of ICLEI's Cities for Climate Protection Campaign. These include assessing the communities current carbon emissions (January 2009); setting targets for reduction (May 2009); completing an Energy Plan (December 2011); implementing the Energy Plan and reassessing the communities carbon emissions by the targeted reduction date.

Furthermore, in the short run, Nantucket must take a leadership position in the area of "green" construction and sustainability. Nantucket has always imported materials from off island and this trend will not change. Materials conservation, energy and water efficiency, and building with an eye towards location and site sustainability are all key tenants of the "green" construction methodology. In many ways, Nantucket is already leading the way. Existing codes encourage smart growth strategies. Moving houses to re-use them, or use of the local "take it or leave it" have been the standard for materials conservation. Nantucket, as a community, can look to its historical precedents and find a linkage with the modern "green" construction movement.

## OVERALL MISSION STATEMENT:

Based on the foregoing discussion, the Planning Board adopts the following as its overall mission statement:

“To create and sustain a healthy community, one whose residents have stability and security, with resources protected for future generations.”<sup>43</sup>

## VALUES:

In addition the Board adopts the following as the Plan's community values:

- Protect the quality of residential districts of Nantucket.
- Protect open spaces and natural resources.
- Enhance the ability of Nantucket residents to live and work on the island.
- Protect the historical integrity of the landscape and buildings.
- Maintain a strong, tourism-based economy.
- Maintain access to beaches and open space.
- Provide a healthy environment for all residents.

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<sup>43</sup> Edited from CCP, see p. 17

**GOALS AND POLICIES:**

In accordance with the Methodology and Vision, the Planning Board determines the following goals and policies by elements stated below:

**LAND USE: CHAPTER 2**

GOAL 2.1: To preserve Nantucket’s character, based on a settlement pattern of a densely settled Nantucket “Town,” separated and distinguished by intervening areas of largely undeveloped rural land (“Country”), containing neighborhoods of “villages,” including Cisco, Dionis, Madaket, Pocomo, Quidnet, Siasconset, Surfside, Tom Nevers, and Wauwinet.

**POLICY:**

- 2.1.1: To make the distinction between Town and Country. (CCP 1.1)
- 2.1.2: To mitigate development in the Country Overlay District through land acquisition, conservation restrictions, regulatory methods, and incentives. (CCP 1.6)
- 2.1.3 To match existing development patterns, minimizing the creation of zoning nonconformities to the greatest extent possible.

GOAL 2.2: To define and develop standards for growth appropriate for the patterns set by the existing built environment.

**POLICY:**

- 2.2.1: To create area plans, through a participatory process, to facilitate zoning district changes that implement the concept of “Town” and “Country,” and to foster the creation of areas with neighborhood services. Such plans would identify neighborhood residential and service areas. (CCP 1.2)
- 2.2.2: To encourage the retention of small neighborhood centers consisting of mixed-use development. (CCP 1.4)
- 2.2.3: To protect established residential neighborhoods. (CCP 1.4)
- 2.2.4: To reserve commercial-only and industrial-only zones, while guarding against commercial sprawl. (CCP 1.4)

GOAL 2.3: To better manage the design and location of new residential and commercial development, in a manner that island-wide:

- Protects important natural and cultural resources;
- Is compatible with the island’s historic character;
- Minimizes dependence upon the automobile;
- Creates opportunities for affordable housing depending on location:
  - a. Encourages development in or near village centers (COD);
  - b. Promotes and preserves the vitality of downtown (TOD).

**POLICY:**

- 2.3.1: To preserve the character and integrity of our traditional town centers, especially the Old Historic Districts of Nantucket and Siasconset. (CCP 1.3)

**HOUSING: CHAPTER 3**

GOAL 3.1: To provide for the housing needs of residents, specifically targeting affordability for the year-round, working community.

**POLICY:**

- 3.1.1: To provide incentives, especially in the TOD, for the creation of restricted housing units, preferably in perpetuity. (CCP 2.3)

3.1.2: To develop public/private partnerships to create new housing opportunities for those committed to year-round residency, dispersed throughout the community. (CCP 2.4)

3.1.3: To develop strategies designed to encourage the retention of year round owner occupied housing units. (1990 Goals and Objectives E-2.1)

3.1.4: To meet the planned production of goal of 20 affordable dwelling units per year.

GOAL 3.2: To provide housing for seasonal employees, in both the public and private sectors.

POLICY:

3.2.1: To provide seasonal employee housing, dispersed throughout the community. (CCP 2.6 and 2.7)

GOAL 3.3: To meet the needs of senior citizens and those with special needs.

POLICY:

3.3.1: To support and promote any efforts of the Town of Nantucket or other entities to expand affordable housing opportunities for senior citizens. (CCP 2.8)

3.3.2: To meet the need for housing and related care for special needs populations. (CCP 2.9)

#### **ECONOMIC DEVELOPMENT: CHAPTER 4**

GOAL 4.1: To promote a healthy, balanced, year-round and seasonal economy that improves the quality of life for island residents, stressing support for local businesses and workers.

POLICY:

4.1.1: Build a stronger year-round economy and restore and support downtown as a year-round business and employment center. (CCP 3.3)

4.1.2: To encourage the expansion of existing year-round businesses and establishment of new year-round businesses in the mid-island area, in a manner that promotes a cohesive, pedestrian-friendly, mixed-use retail, service, and residential area. (CCP 3.4)

4.1.3: To encourage and develop opportunities for low-impact, home-based businesses. (CCP 3.11)

4.1.4: To provide improved public services, particularly in the downtown area. (1990 Goals and Objectives F-1.5)

4.1.5: 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 on island resources. (1990 Goals and Objectives F-5)

4.1.6: To promote agricultural industries. (CCP 3.8; also see section 6.3.2 of this plan)

4.1.7: To promote and support sustainable fisheries. (modified CCP 3.7)

4.1.8: To support the development of small businesses that provide the goods and services for increasing energy efficiency and utilizing alternative energy.

#### **NATURAL & CULTURAL RESOURCES: CHAPTER 5**

GOAL 5.1: To identify and preserve the natural, historic, and expand the cultural resources of the community.

POLICIES:

NATURAL RESOURCES

5.1.2: To investigate and recommend environmentally responsible technologies in order to protect and preserve Nantucket's beaches, dunes, and coastal banks. (CCP 4.4)

5.1.3: To protect the island's shorelines from encroachment by development. (CCP 4.5)

5.1.4: To preserve and enhance the water quality of Nantucket's harbors in view of the substantial environmental, aesthetic, recreational, and economic benefits that such protection would afford. (CCP 4.7)

5.1.5: To support the responsible development of alternative energy sources, including wind, tidal, wave, and solar.

#### HISTORICAL RESOURCES

5.2.1: To better document Nantucket's historical resources. (CCP 4.10)

5.2.2: To strengthen the protection of the island's historical resources. (CCP 4.11)

5.2.3: To identify and protect important archaeological resources that might be threatened by development. (CCP 4.13)

#### CULTURAL RESOURCES

5.3.1: To recognize, support, and expand the island's arts and cultural enterprises as significant contributors to the Nantucket economy. (CCP 3.9)

5.3.2: To consider creating a Performing Arts Center. (CCP 6.31)

5.3.3: To enhance recognition of and support for the island's arts and cultural community as important to the island's economic and spiritual well-being. (CCP 7.10)

5.3.4: To preserve the tradition of public access to Nantucket's shoreline, while weighing such access against the need to protect sensitive shoreline and inland water resources, and the rights of property owners. (CCP 4.3)

### **OPEN SPACE & RECREATION: CHAPTER 6**

GOAL 6.1: To protect Nantucket's native ecosystems and biodiversity.

#### POLICY:

6.1.1: To aggressively acquire land and conservation restrictions to protect natural ecosystems. (CCP 4.1)

GOAL 6.2: To maintain the quality of Nantucket's water bodies.

#### POLICY:

6.2.1: To preserve and enhance the water quality of Nantucket's inland ponds. (CCP 4.8)

GOAL 6.3: 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.

#### POLICY:

6.3.1: To establish connecting open-space corridors extending from the greenbelt into the TOD, and to preserve and establish private and public greenspace throughout the district. (CCP 1.5)

6.3.2: To support agriculture as an important economic activity and as a critical component of the traditional landscape. (CCP 3.8)

Goal 6.4: To provide park and recreational facilities that meet the diverse needs of residents and visitors of all ages.

#### POLICY:

6.4.1: To expand recreational facilities to meet the increasing needs of residents, seasonal employees, and visitors. (CCP 6.24)

**SERVICES & FACILITIES: CHAPTER 7**

GOAL 7.1: To provide facilities for a municipal government that meets future needs.

POLICY:

7.1.1: To retain and expand governmental offices downtown. (CCP 6.28)

GOAL 7.2: To provide educational facilities.

POLICY:

7.2.1: To provide high-quality educational facilities adequate to meet present and future growth needs. (CCP 6.26)

7.2.2: To improve school facilities to meet a variety of community needs. (CCP 6.27)

GOAL 7.3: To provide police and fire facilities and services.

POLICY:

7.3.1: To provide adequate public-safety facilities for a rapid response to emergencies throughout the island. (CCP 6.16)

7.3.2: To provide a safe, secure environment for all residents and visitors. (CCP 7.1)

GOAL 7.4: To maintain and protect the quality and quantity of the island's groundwater resources, ensuring a healthy drinking water supply.

POLICY:

7.4.1: To provide a public water-supply system that safeguards adequate fire protection. (CCP 6.11)

7.4.2: To upgrade the existing public water-supply transmission, distribution, and storage systems. (CCP 6.13)

7.4.3: To enhance the current administrative and operational structure of the island's two water companies. (CCP 6.14)

GOAL 7.5: To process the island's solid waste in a manner that maximizes the recovery and recycling of materials, and minimizes permanent land-filling.

POLICY:

7.5.1: To increase the effectiveness of the island's innovative solid-waste recovery facilities. (CCP 6.9)

GOAL 7.6: To provide for sewage disposal that protects the island's sole source aquifer, incorporating expansion capabilities to meet projected growth.

POLICY:

7.6.1: To extend sanitary sewer systems to the Town Overlay District. (CCP 6.6)

7.6.2: To extend the sanitary sewer system to areas of the island where it is deemed to be the most prudent and cost-effective way to protect the island's water resources. (CCP 6.8)

GOAL 7.7: To provide energy and utility services to the community in a manner that is affordable, efficient, and environmentally safe.

POLICY:

7.7.1: To continue the program of placing utility lines underground. (CCP 6.17)

GOAL 7.8: To provide for the physical, social, health-care, and economic needs of the community, by providing those public and private human services which improve for all ages.

POLICY:

- 7.8.1: To consider central facilities for human/social service agencies to enhance the effectiveness of health-care services. (CCP 6.30)
- 7.8.2: To provide adequate sustenance for all residents. (CCP 7.2)
- 7.8.3: To establish and expand programs that promote the physical and mental health of the community. (CCP 7.6)

**CIRCULATION (TRANSPORTATION): CHAPTER 8**

GOAL 8.1: To minimize the number of cars coming to the Island and their use once they are here.

POLICY:

- 8.1.1: Shorten distances between trip origins and destinations by promoting a Town and Country settlement pattern.
- 8.1.2: Offer an array and interconnection of alternative transportation modes to the traveling public.
- 8.1.3: Provide the public with information for using the island's alternative transportation modes.
- 8.1.4: Reduce the amount of development that could be built on the Island.
- 8.1.5: Create options and alternatives for parking in the downtown area.
- 8.1.6: Utilize the telecommunication infrastructure as a means to reduce the number of trips.
- 8.1.7: Ultimately, find an equitable and legal way to limit cars coming on-island.

GOAL 8.2: 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 sensitive to the character of the various areas of the Island.

- 8.2.1: Reduce traffic congestion and improve safety in the vicinity of Nantucket's schools.
- 8.2.2: Consider environmental and historical impacts of any transportation system improvement.
- 8.2.3: Rely upon road design and traffic control approaches that maximize public safety.
- 8.2.4: Accommodate the need for bulk delivery of commodities to the Island in a manner that is efficient, cost-effective, and in keeping with the character of the community.
- 8.2.5: To provide for safe and convenient access to the island through its other port of entry, Nantucket Memorial Airport, while considering the island's environmental and historical limitations.
- 8.2.6: To provide an efficient and convenient water-transportation system that connects mainland ports with Nantucket Harbor.
- 8.2.7: To encourage the coordination of land side services on Nantucket at time of ferry arrivals.
- 8.2.8: To encourage the provision of freight service to the island that is dependable, affordable, and meets the economic needs of the island, while considering the land-side effects of scheduling, vehicle size, and trip frequency.
- 8.2.9: To coordinate Steamship Authority and private passenger carrier arrivals and departures with land side transportation.
- 8.2.10: To improve traffic congestion and safety in the vicinity of ferry terminals.

## CHAPTER 2: LAND USE

Nantucket residents have always greeted restrictions on the use of their land with resistance and argument. At the 1928 Town Meeting, the Town accepted a state law<sup>44</sup> to create a five-member Planning Board, but neglected to appoint any members. In the 1950's, the Town voted to reject a ballot initiative on the issue of zoning.<sup>45</sup> The island did adopt the Subdivision Control Law in 1955 and created a Planning Board, as well as a Historic District Commission (HDC) encompassing the downtown core and surrounding residential district and the village of Siasconset;<sup>46</sup> but both operated without the basic dimensional and use parameters of zoning. In 1966, Town Meeting authorized a zoning committee, and its work led to the island's first Master Plan in 1970. Adoption of zoning repeatedly failed at Town Meeting, however, and the issue became politically charged. In the early 1970s, the so-called Kennedy Bill, characterized as an attempt to put the entire island under federal control, combined with a series of troublesome, large-scale developments, finally spurred residents to adopt zoning in 1972.<sup>47</sup>

Since then, the combination of the combative initial process, years of steady growth, and the application of out dated standards have resulted in a physical environment that is generally acceptable, but lacks defined standards in areas of higher density. As a land use strategy, zoning has received secondary priority. Instead, aggressive land acquisitions for open space and extensive review by an island-wide HDC<sup>48</sup> have been the most actively used growth management tools.

Nantucket's zoning has established a lower density in outlying areas and has helped to concentrate density in the downtown and mid-island areas. Commercial activity was also somewhat contained, with an organic rise of commercial centers at certain locations. For better or worse, those areas are now established and should be improved. Despite the general benefits, the struggle to establish zoning led to compromises which must now be addressed. These compromises include: locating industry in the wellhead district and residential neighborhoods, concerns regarding sprawl, and moderate density areas lacking essential services such as water and sewer. Barriers left over from the 1970s, including renewable energy standards that are obsolete, special permit requirements for cluster subdivisions, and rigid dimensional and use standards that force a "one-size-fits-all" approach to development, must be removed. Some examples of the "one-size-fits-all" are the maximum height requirements and home occupations standards that are the same for all zoning districts.

An effective change will only be successful through participation at a grassroots level. Zoning is a critical tool that must be embraced; its fluid evolution is essential. A framework for the future, based on the neighborhood patterns established since zoning began, must be put in place. The implementation of this process will contribute to a safe, viable community that will place less stress on resources and infrastructure, thereby lightening the impact on this geographically contained space. Zoning must provide the tools to deal with inevitable and dynamic change that occurs by both natural and man-made events.

The Town and Country concept, tested through surveys and ballot questions,<sup>49</sup> has found support to fix problem areas and further define the neighborhoods that have evolved since 1972. With the resistance of the past in mind, in 2006 the Planning Office began testing Town Meeting's resolve to address zoning issues. Support was evident throughout the past four consecutive Town Meetings.

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<sup>44</sup> MGL Ch. 41, sec. 70-22

<sup>45</sup> Ch. 1 of the Acts of 1951

<sup>46</sup> Ch. 601 of the Acts of 1955

<sup>47</sup> Warrant Article 12, ATM 1972, April 11, 1972

<sup>48</sup> Expanded in 1970.

<sup>49</sup> Appendix B: survey results

This wave of change continues, as increased basic thought on land use implementation in the community has resulted in active neighborhood participation and the creation of area plans. Organized neighborhood groups and associations have now approached the Planning Office, seeking guidance in developing their plans.

The basic framework for the overall island is commercial and mixed-use areas at the core of town and the mid-island neighborhoods within the TOD, bracketed by high and moderate density residences filtering into larger, rural tracts of open and green space corridors. Village centers in the COD will enable residents to travel shorter distances for goods, services, and employment, encourage pedestrian and bicycle transport, and lessen dependence on the automobile. What must be avoided is a linear pattern of development, the likes of which is seen on the mainland, along major traveled arteries that result in thick strips of congestion.

Figure 14 illustrates the division of zoning districts into the TOD and the COD by density.

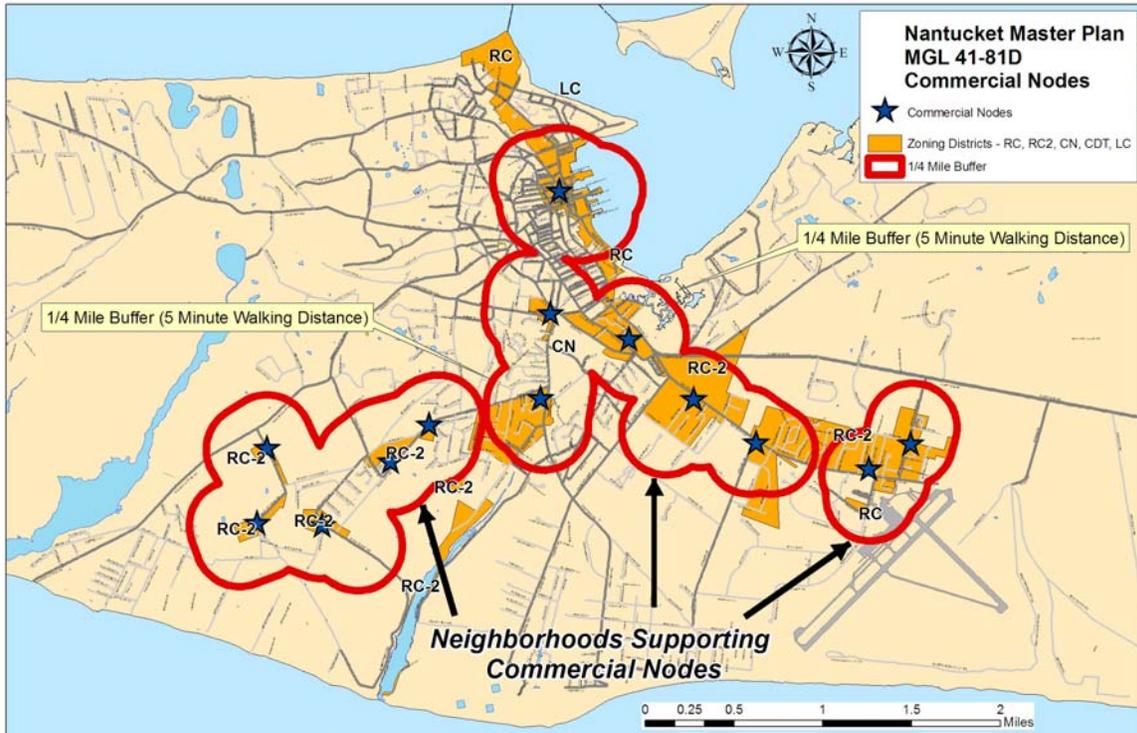
	Town Overlay District		Country Overlay District		
	<i>Residential</i>	<i>Commercial</i>	<i>Residential</i>	<i>Commercial</i>	<i>Siasconset</i>
<b>High Density</b>	ROH R-5	CDT CMI CN			SROH SR-1(5)
<b>Moderate Density</b>	R10 R-20	C-TEC CI	VR	VN	SR-10 SR-20
<b>Low Density</b>	R-40		LUG-1 LUG-2 LUG-3 MMD	V-TEC	

**Figure 14. Zoning Districts within Town and Country Overlay Districts**

The island must incorporate urban, suburban, and rural aesthetics for different areas. In the TOD, the emphasis must be on neighborhood-building, with clearly defined centers and a band of high and moderate density in between. Within both the downtown and mid-island areas, the commercial districts will incorporate predominantly urban design principles with the smallest setbacks and lots sizes. Neighborhood districts will need the support of high or moderate density mixed-use areas within walking distance (one-quarter mile). This will enable residents to walk to services such as public transportation or small businesses. TEC zones will encompass low-intensity commercial uses that serve surrounding areas and allow more home-based, emerging commercial entities such as carpentry shops, artists' studios, etc. The hierarchy of density for commercial districts within the TOD is as follows:

ZONING DISTRICT	MINIMUM LOT SIZE	GROUND COVER RATIO
Commercial Downtown (CDT)	3,750	75%
Commercial Mid-Island (CMI)	5,000	50%
Commercial Neighborhood (CN)	7,500	40%
Commercial Trade, Entrepreneurship, & Craft (CTEC)	10,000	40%
Commercial Industrial (CI)	15,000	50%

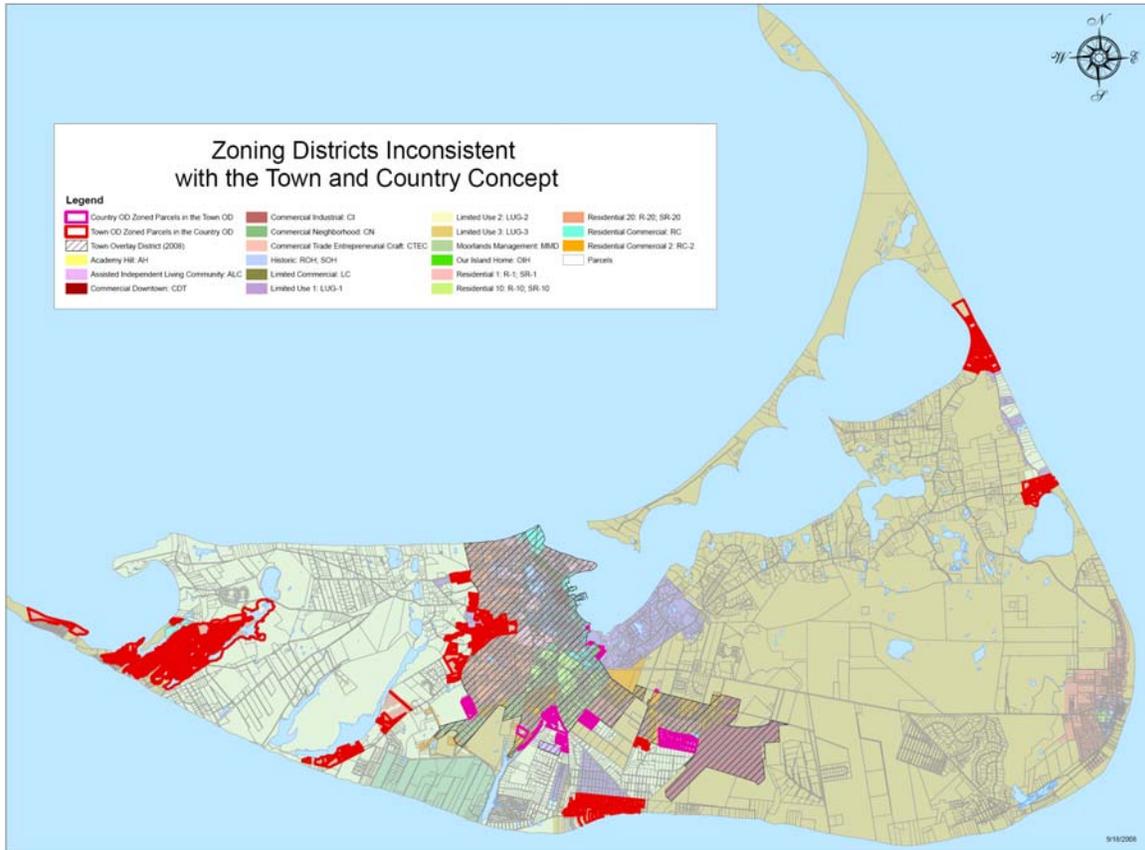
Suburban areas, with lot sizes of one-half to one acre, would transition between town areas and the country.



**Figure 15. Commercial Nodes**

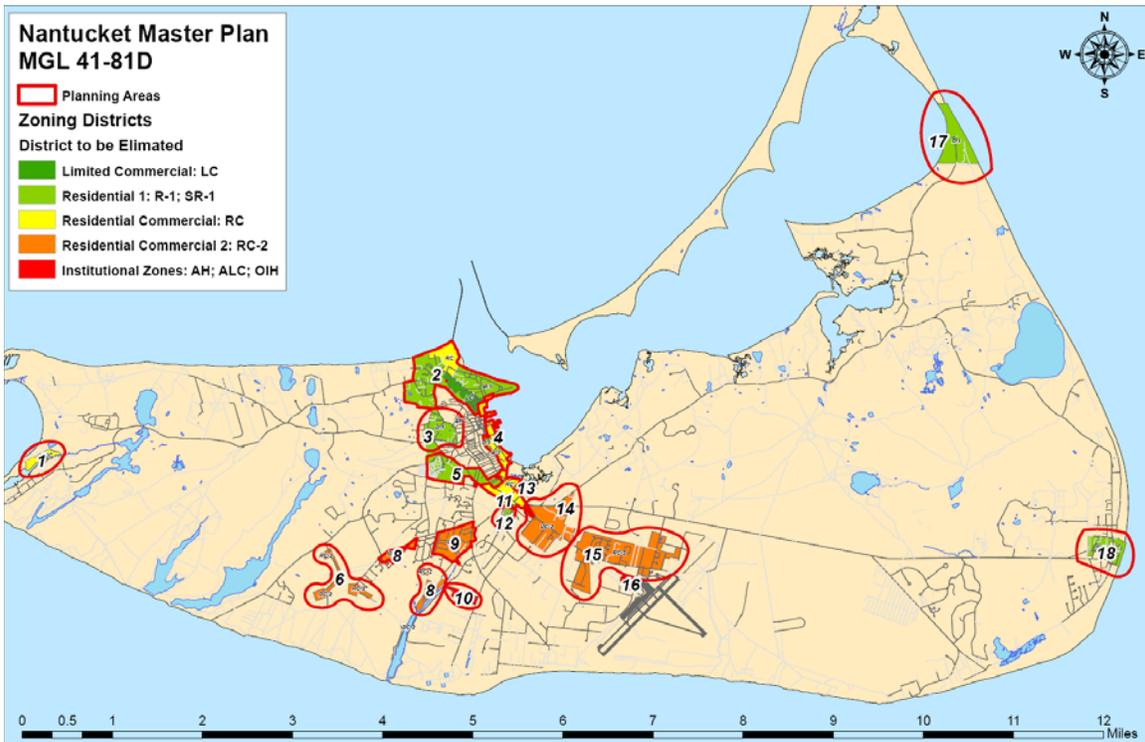
In the Country, a rural aesthetic that includes village centers must prevail. The COD will consist of village areas and rural Limited Use General (LUG) lots, and the Moorlands Management District (MMD). The basic pattern in the COD is the same as town, but based on lower density village centers (Village Neighborhood: VN), with gradations of moderate density surrounding them (Village Residential: VR). Emerging businesses suitable for rural environments may occur in the country commercial districts. The VTEC (Village Trade, Entrepreneurship and Craft) designation allows lots with a minimum square footage of 40,000 to accommodate uses that need more space, such as the brewery, farms, and landscaping companies. Challenges have arisen where areas of special environmental consideration break the model, such as close proximity to the harbor or the wellhead. To ameliorate negative impacts that may result from development in those and other sensitive areas, special overlay districts have been adopted by Town Meeting.

Recent zoning initiatives at Town Meetings have been successful. Appendix A contains descriptions of articles that have been implemented. These changes matched existing patterns of development (example: moving neighborhoods zoned for high density commercial mixed uses to moderate density residential), created the framework (nomenclature) for a zoning bylaw that is consistent with the “Town” and “Country” concepts, and demonstrated support for this concept through mapping and boundaries of the TOD and COD. A map illustrating the areas where the zoning is inconsistent with the Town or Country designation is shown below.



**Figure 16. Zoning Inconsistencies with Town and Country Overlay District**

Correcting land use patterns is one of the main planning objectives, both now and in the future. The results, or lack thereof, effect all other aspects of the Plan, including housing, economic development, services and facilities, circulation, and open space. Eighteen planning areas are identified on the map below and each area is shown in detail on Maps 5 through 23 inclusive, all found in Appendix E.



**Figure 17. Planning Areas for Zoning Changes**

Zoning map changes are critical to implementation, and will therefore be an important component at Town Meeting for the life of this Plan. A schedule is detailed in Chapter 9: Implementation.

## CHAPTER 3: HOUSING

Housing for year-round residents, as well as seasonal employees, is a problem that the island has faced for decades. Nantucket's popularity as a fashionable, and profitable, location for second homes has made it difficult to develop and retain housing for low to moderate-income residents. In addition, conservation efforts have increased the scarcity of developable land, and the wide gap between the incomes of most year-round residents and those of second homebuyers, and vacation renters, has applied even more pressure to the housing market. In recent years, the intensity of the problem has risen in severity, now making it a top priority for the Town. The Housing Chapter will be updated every five years as the State-required "Housing Production Plan" in Appendix F.

### LOCAL NEEDS

Given Nantucket's unique geographical isolation, actions must be taken to avoid the commuting challenge, and resultant loss of community, that would be created if the bulk of the island's workforce could no longer afford to live here. Similar challenges have been faced in other high-income, resort, and geographically-contained communities such as Aspen, Colorado. Like Aspen, the household earnings of many year-round residents on Nantucket are too high to qualify for affordable housing under state and federal programs; however, their earnings are not high enough to purchase most of the houses on the open market. As of September 2008, the median home price was \$1,475,000.<sup>50</sup> With rental prices reflecting the high property values, many rentals are out of reach as well. Due to this dynamic, it is clear that moderately priced housing is needed as much as lower priced affordable housing. For many, purchasing a home will be unattainable without creative housing solutions involving multiple dwelling units of various types, with some form of subsidy.

Nantucket has attempted to encourage affordable and moderate income housing production through zoning incentives including, but not limited to: bonus lots in Major Residential and Cluster Subdivisions; increases in ground cover in certain districts; and the subdivision of existing properties into primary and secondary lots. These incentives have yet to produce affordable housing in accordance with their intent. A survey distributed with the 2005 Annual Town Census asked what role the Town should take, if any, to encourage affordable housing. The majority of respondents, approximately 39%, felt that the Town should adjust its laws (zoning, taxes, etc.) to provide incentives for the private sector to create affordable housing.<sup>51</sup> In a 2006 non-binding ballot question, 49% of voters were in favor of, and 45% were against, the Town of Nantucket developing and managing housing on public land for low to moderate income households within the community.<sup>52</sup> Based on these responses, partnerships with private entities and improved incentives are essential to solving the housing issue on Nantucket.

### AFFORDABLE HOUSING – LOWER INCOME

Affordable housing is an important component of retaining year-round residents and a year-round workforce. Many existing and future jobs are forecast for the lower wage retail and service sectors, which generally have entry level salaries. Housing opportunities will need to be available for this sector of the workforce. Existing housing units are scattered throughout the island and are typically indistinguishable from surrounding market-rate properties. As the need for affordable housing increases in the future, the majority of it will need to be developed in the TOD, where goods and services are in close proximity, public transportation is accessible, and infrastructure, such as sidewalks, bike paths, sewer, and water, is available.

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<sup>50</sup> Denby Real Estate, <http://blog.denby.com> (September 2008 Inventory Report)

<sup>51</sup> Question 3, 483 of 1,245 respondents

<sup>52</sup> Ballot Question #4 at the April 11, 2006 Annual Town Election, 3,409 total respondents

Massachusetts General Law Chapter 40B, requires that 10% of the year-round housing stock in each city or town be affordable to households earning income less than 80% of the median for the area.<sup>53</sup> The maximum household income, as well as the maximum sales price or monthly rental amount, are set by the Department of Housing and Community Development (DHCD). Currently, Nantucket is deficient in that only 3% of the year-round housing stock is classified as affordable.<sup>54</sup> Units owned and operated by the Nantucket Housing Authority (NHA) comprise most of that percentage.<sup>55</sup> Additional units have been constructed within 40B developments, elder housing facilities, or through the Habitat for Humanity program.

The *Nantucket Community Housing Action Plan*, prepared in 2002,<sup>56</sup> determined that roughly 400 island renters who have lived on Nantucket for at least five years, earn at least \$50,000 a year, and who aspire to purchase a home, are left with the option to continue renting or leave the island. Roughly 12% of renters at that time were paying at least 35% of their gross income for rent, had no lease or year-round housing options, and had to relocate each spring and fall (known as the “Nantucket Shuffle”) at least once in the three years prior to the study. A conservative goal of 200 new units of permanently affordable, year-round rental housing was established, set to be reached, and re-evaluated by 2010. The focus addressed four key areas: fifty employer-provided units for year ‘round employees; fifty units for Town employees and other island residents on Housing Authority-owned and Town-owned properties; fifty units created through zoning and enforcement incentives; and fifty units of mixed income housing, utilizing the U.S. Treasury’s Housing Tax Credit Program.

2002-2010 Housing Assessment for Permanently Affordable Rentals		
Additional Housing Units Needed	How are the units to be provided?	Housing Units Provided
50	By Employers	0
50	By Town of Nantucket	0
50	By the Private Sector Through Zoning Incentives	3
50	Through the U.S. Treasury's Housing Tax Credit Program	0

Two years away from this deadline, Nantucket has made some progress, but will most likely miss the goal set for 2010. Housing Nantucket has created twenty-four rentals since 2002 and has five more in the planning/permitting phase. Another local non-profit, Nantucket Education Trust, has created three affordable units for teachers. An additional forty-seven affordable rental units are in the pre-development, gathering funding, or conceptual stage.<sup>57</sup>

It is imperative that the Town continues to promote the provision of affordable housing, preferably permanently restricted, for rental or purchase, in order to increase the affordable housing stock to meet state guidelines, and to meet the local need for such housing.

<sup>53</sup> As of February 13, 2008, the Department of Housing and Urban Development (HUD) established a median household income of \$81,900 for Nantucket County.

<sup>54</sup> Based on the decennial census (currently: 2000), and as inventoried by the Massachusetts Department of Housing and Community Development (DHCD).

<sup>55</sup> 48 units as of September 2008

<sup>56</sup> Prepared by John Ryan, 2002, for the Nantucket Sustainable Development Corporation in cooperation with the Nantucket Resident Housing Partnership

<sup>57</sup> Nantucket Housing Needs Update (draft), by John Ryan, for BOS workshop, 8.12.08, Appendix G

#### AFFORDABLE HOUSING – MODERATE INCOME

At the 2002 Annual Town Meeting, Nantucket approved a home rule petition allowing the creation of moderate income home ownership opportunities for households earning less than 150% of the median income.<sup>58</sup> Although these units do not meet State or Federal affordability guidelines, the covenant program was an effort to address a local need by decreasing the housing deficit for the year-round community. Later that year, the legislation was passed confirming the housing crisis on Nantucket at the state level.<sup>59</sup>

The intent of the covenant program, known as the Nantucket Housing Needs Covenant (NHNC), was to create ownership of multiple dwellings on the same lot. Since the Nantucket Zoning Bylaw allows two dwelling units by-right on one lot,<sup>60</sup> the concept was that one dwelling would be placed under the covenant in perpetuity, and the other would remain at market rate. The result of this is that most of the NHNC housing created is of a detached, single-family type arrangement. The re-sale of any dwellings with the NHNC must be to a qualifying buyer and would have to be within the sale price requirements set by Housing Nantucket.

Although the NHNC generated approximately thirty-seven moderately priced units between 2002 and 2008, the anticipated level of production has not been achieved. Covenant dwellings are subject to restrictions. Some of these restrictions include owner occupancy for at least ten months of each year, a prohibition against renting, and a maximum sales price. Also, since covenant units are included in a condominium association, monthly fees may apply in addition to the cost of the mortgage payment.<sup>61</sup>

In an effort to increase the supply of moderate income housing, voters at the 2008 Annual Town Meeting voted to approve Article 57. Article 57 modified the definition of affordable housing in the Zoning Bylaw to include moderate income housing. This change allowed density bonuses in subdivisions to apply to households earning up to 150% (an increase from 80%) of median income, reflecting the fact that the island's need for low-cost housing reaches far into what would normally be considered middle and upper class incomes.

#### EMPLOYEE HOUSING

Year-round and seasonal employee housing is an on-going challenge for the local businesses and the community. Two options for the voluntary creation of dormitory-style employee housing are available in the Zoning Bylaw. The Neighborhood Employee Housing Overlay District (NEHOD), co-terminus with the TOD, allows, through special permit, the construction of two separate structures, housing up to eighteen (18) persons per lot. Employer Dormitories are allowed through special permit in the COD on, or adjacent to, properties containing existing commercial uses,<sup>62</sup> provided that the occupancy is limited solely to employees of the property owner.

Major Commercial Development (MCD) projects are required to provide one “inclusionary” housing unit for each 4,000 square feet of commercial use. Inclusionary units may be located either on or off-site; however, they must be secured by a covenant limiting them to employee use only, with the Planning Board granted the right to enforce the covenant. Due to the out-dated restrictions in the Zoning Bylaw involving inclusionary housing units, the Planning Board regularly waives the requirement in lieu of the provision of more flexible employee housing options, the specifics of

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<sup>58</sup> Ch. 139-7G

<sup>59</sup> Massachusetts General Law Ch. 301, The Acts of 2002

<sup>60</sup> Ch. 139-7A

<sup>61</sup> Kelly Reinsmith — Housing Demographics, page 15, “Affordable Housing Units Built After 2002,” Appendix H

<sup>62</sup> Under Ch. 139-7D of the Zoning Bylaw. Five or more people are permitted in the dwelling.

which differ from project to project. The language in the Zoning Bylaw needs to be updated to reflect current practices, which ultimately achieve the same result as intended by the Bylaw.

#### OTHER HOUSING

Accessory apartments are allowed by-right in all zoning districts, but the Bylaw requirements are very restrictive, and sometimes eliminate the possibility of a second dwelling on the property. In addition, accessory apartments are limited to year-round occupancy; therefore, they do not contribute to the needs of the seasonal workforce.<sup>63</sup>

The Multi-Family Overlay District (MFOD) allows, by special permit, one dwelling unit for each 2,500 square feet of lot area, without restrictions on units being attached or detached. The units may be owned as condominiums, and must be restricted to either year-round or peak seasonal employee occupancy. Although these units are not subject to any income or re-sale requirements like the affordable and moderate income units, the nature and location of these units keep the prices within reach of first time homebuyers. This option has been very successful in creating year-round housing at attainable prices. Since 2000, 135 units have been permitted under this program.

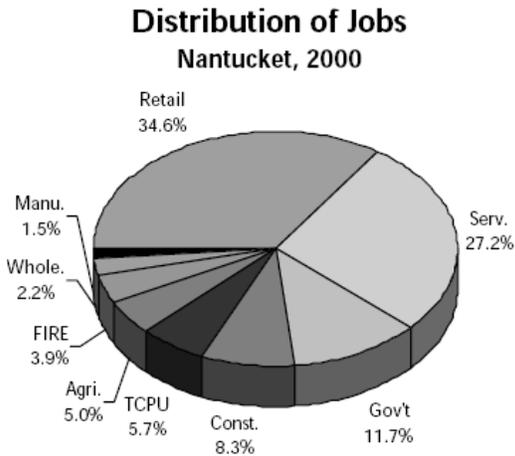
Currently, housing for the elderly, and those with special needs, is allowed in the Limited Commercial (LC) zoning district, as well as special zoning districts to accommodate existing and planned facilities. In the past, the island has relied on creating special zones for elderly housing, but options to allow additional facilities in other zoning districts need to be explored, and spot zones must be eliminated. The Our Island Home (OIH), Academy Hill (AH), and Assisted/Independent Living Community (ALC) districts contain Landmark House, Our Island Home, Academy Hill, and Sherburne Commons. One additional facility, The Homestead, is located in the ROH zone and is legally nonconforming. These facilities provide a total of (25) affordable units. The town must continue to assess the needs of this portion of the community and determine future requirements by partnering with agencies that deal with housing needs directly.

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<sup>63</sup> Chapter 139-7C

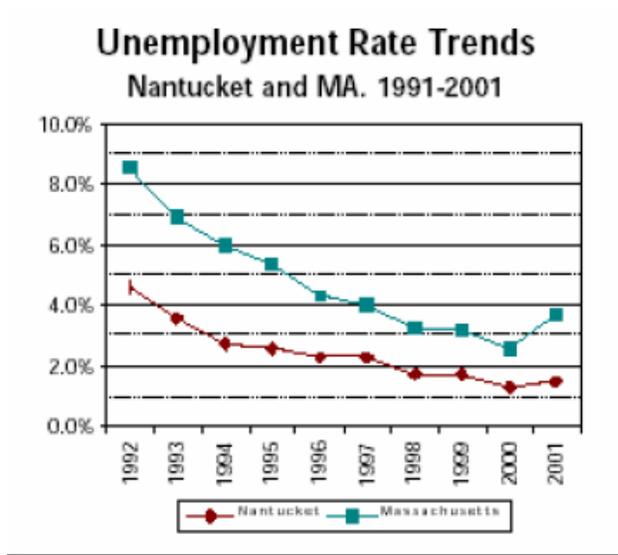
## CHAPTER 4: ECONOMIC DEVELOPMENT

Nantucket has a diverse economy supported by a seasonal and year-round workforce. Since Nantucket is a tourist destination with many seasonal homeowners and visitors, employment opportunities also change with the seasons. The peak summer season represents the height of employment, as workers from winter resort areas and other countries, currently the Caribbean, South America and Eastern Europe, arrive to supplement the island-based workforce threefold. The impact of limitations of the H2B visas has caused interruptions in the normal flow of labor, and this ongoing situation will have repercussions on Nantucket, as evidenced by the need for seasonal employment as shown in Figure 18 below:



**Figure 18. Distribution of Jobs (Massachusetts of Division of Employment and Training, 2002)**

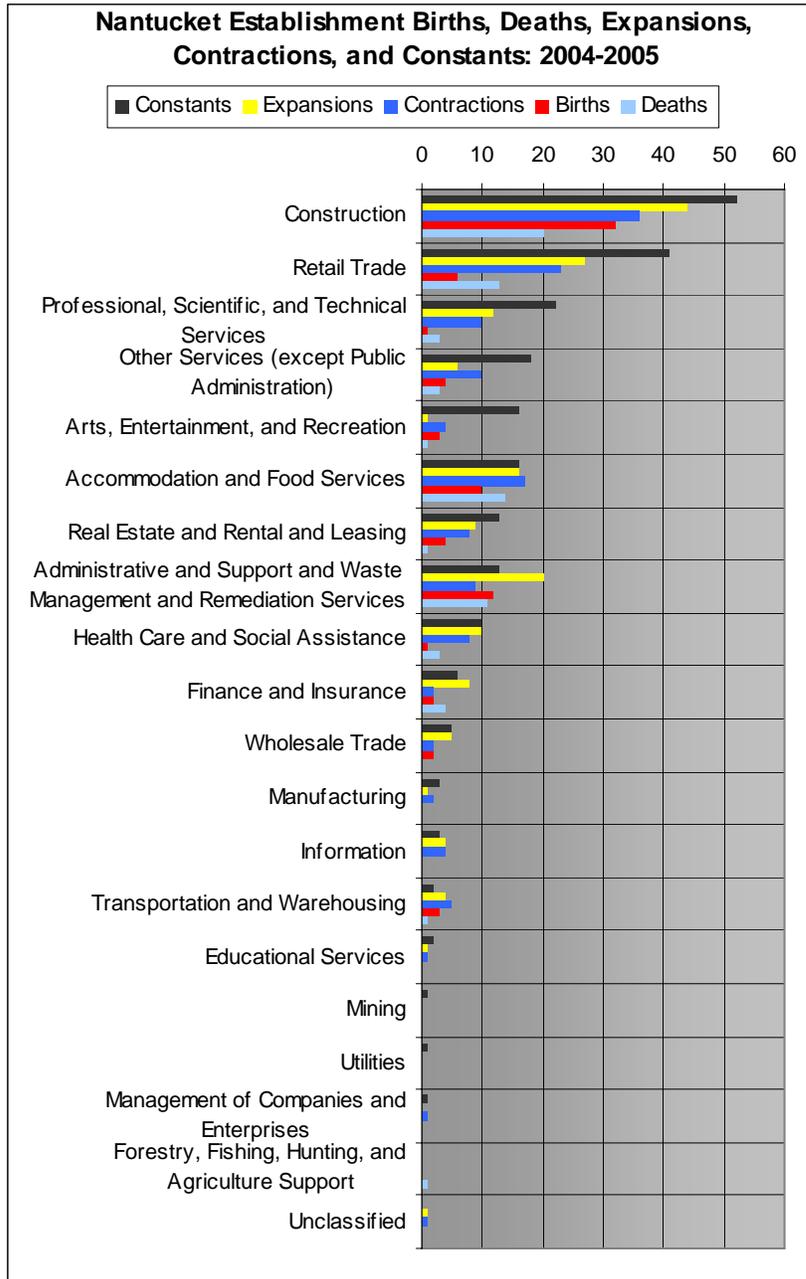
Historically, the availability of jobs both year-round and seasonally has kept the unemployment rate for Nantucket below the state averages, as shown in Figure 19.



**Figure 19. Unemployment Trends (Massachusetts Division of Employment and Training, 2002)**

Although this chart ends with 2001, data suggests that the trend has remained constant. The estimated 2007 unemployment rate for Nantucket was 2.65% and 4.64% for Massachusetts.<sup>64</sup>

The availability of jobs on Nantucket has made it attractive to workers, and many sectors have remained steady, expanded, or new businesses have been introduced at levels which exceed those same types of businesses failing, as shown in Figure 20.



**Figure 20. Nantucket Establishment Trends (US Census)**

<sup>64</sup> MA Bureau of Statistics and US Bureau of Statistics

Concentrations of retail businesses, restaurants, offices, and service establishments are mainly within the downtown and the mid-island area. Many year-round commercial establishments such as gas stations, hardware stores, and the largest grocery stores have migrated away from the downtown to the mid-island area. Industrial uses are concentrated near the airport, and near Old South Road and Lovers Lane, with scattered sites in areas where residential uses have developed around them. Various businesses are conducted from homes, in concentrations that are largely found at the edge of existing commercial nodes, along busier roads, or in long established but nonconforming locations in residential areas.

The downtown core of Nantucket is the symbolic center of the island, and commercial uses line cobblestoned Main Street and several blocks extending around this main spine. Traditional New England uses such as churches, municipal buildings, a post office, and museums draw potential customers, as well as the businesses themselves. Second and third floors often provided apartments for employees and proprietors, reducing the need for vehicles and providing potential customers. The downtown core, built before zoning was developed, cannot meet many standards, specifically parking, height, and loading zone standards that are inappropriate for the area. Rising rental costs have changed the year-round economy in the downtown. Concerns about the closing of long-established businesses, which are replaced by seasonally operated ones, have been expressed.

Traffic congestion is a part of any summer resort area, and must be managed so as not to impact viability. Dissatisfaction with parking and traffic congestion has been a growing concern, and despite introduction and improvements to public transportation, more aggressive enforcement, traffic management strategies, and physical improvements, the supply of parking has not increased since the late 1980s, when the area used for municipal parking was developed. There is an area, bounded by Commercial Street, New Whale Street, Main Street, and Candle Street, which contains land formerly used as an electrical generation facility, parking lot, and tank farm, that could be redeveloped in a way that would include parking. Increasing the supply of parking, matched with other management of parking strategies, needs to continue to be developed.

To preserve the historic character of Main Street, a warrant article was passed at the 2005 Annual Town Meeting that limited formula businesses (more commonly known as chain stores) in the downtown.<sup>65</sup> This was an initiative to keep the downtown distinctive from other tourist destinations, and to maintain the sense of place that Nantucket is known for.

Many year-round businesses are located in the mid-island area, and the future trend may be that more business owners choose to locate there. The area was developed more intensively beginning in the 1970s, and is valued for its function, but not for its overall appearance, which is dominated by parking lots and scattered, unconnected character. The Mid-Island Area Plan, approved by the NP&EDC on March 3, 2003 and later adopted as an overlay district in the zoning bylaw,<sup>66</sup> recommends revising the area to a more attractive commercial district, employing new-urbanist and smart-growth principles. Public infrastructure improvements, including the roundabout at Sparks Avenue and Pleasant Street, expanded sidewalks, and street tree plantings, are all examples of public investments in the area that need to continue.

Other nodes of mixed use commercial development exist in the TOD, along Old South Road at Amelia Dive, Lovers Lane, and between Macy's Lane to Nobadeer Farm Road to Sun Island Road, and at Bartlett and Surfside Roads (see Figure 15 in Land Use). Scattered areas exist on Fairgrounds Road, near the hospital, and mixed among certain neighborhoods, as pre-existing non-conforming or illegal uses. In the COD home-based enterprises exist, as well as farms, and small village center

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<sup>65</sup> Warrant Article 42 ATM 2005

<sup>66</sup> Warrant Article 29, 2003 ATM

establishments in 'Sconset, Monomoy, and Madaket. Mixed uses are encouraged in Nantucket, and neighborhood centers are being created throughout the island within close proximity to dense residential areas. Home-based businesses, identified in the Nantucket Zoning Bylaw as “home occupations,”<sup>67</sup> are frequently found on Nantucket and are allowed by-right in all zoning districts, although based on a “one size fits all” standard that may not be appropriate for all districts. Land values have reached a level where many business owners cannot afford a separate location either to rent or to purchase. Since the building trades comprise a significant portion of the year-round workforce, many small scale workshops are scattered throughout the island as “cottage industry” type businesses.

Industrial uses have clustered around the east and west border of the airport, which is highly compatible with the impacts. An industrial concentration exists in an area south of Old South Road and east of Lovers Lane, and in scattered locations on Miacomet Avenue, Hummock Pond Road, and South Shore Road.

Until recently, no distinctly commercial zoning districts existed. All commercial districts allowed a mix of commercial and residential uses, with no apparent focus on either type. As land values appreciated over time, residential uses began to occupy these areas, and available land appropriate for commercial use became increasingly rare. It is imperative that the island accommodate the businesses that sustain daily life here, such as warehousing, fuel storage, and other heavy commercial uses, which are not compatible with residential uses. Beginning at the 2006 Special Town Meeting new zoning districts were introduced to reinforce this type of development pattern, streamline the permitting process, allow more businesses by-right in appropriate locations, and decrease the uncertainty of past permitting practices.<sup>68</sup> Future areas for commercial use need to be identified and mapped with the newly created CN, CTEC, and CI zoning districts. In 2008, rezonings and authority granted to the Board of Selectmen allowed the development of additional industrial development adjacent to the existing Bunker Road area, on the east side of the airport.

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<sup>67</sup> Zoning Bylaw section 139-7A(4)

<sup>68</sup> Warrant Article 2, 2006 STM

WORKFORCE AND EMPLOYMENT DATA

The most current available economic data for Nantucket is the Woods & Pool Economic Base Study from 2002.<sup>69</sup> Although new data was collected in 2007, it will not be released until 2009. An updated study should be completed at that time.

The 2002 economic statistics indicate that services and retail are the island’s largest employers, as seen in the figure below.

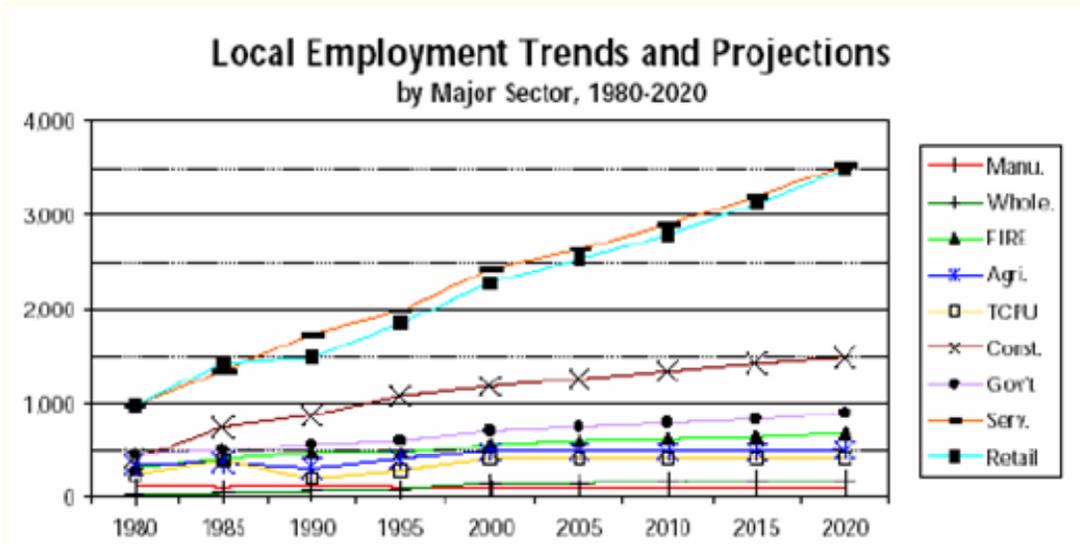


Figure 21. Local Employment Trends (Nantucket Economic Base Study, 2002)

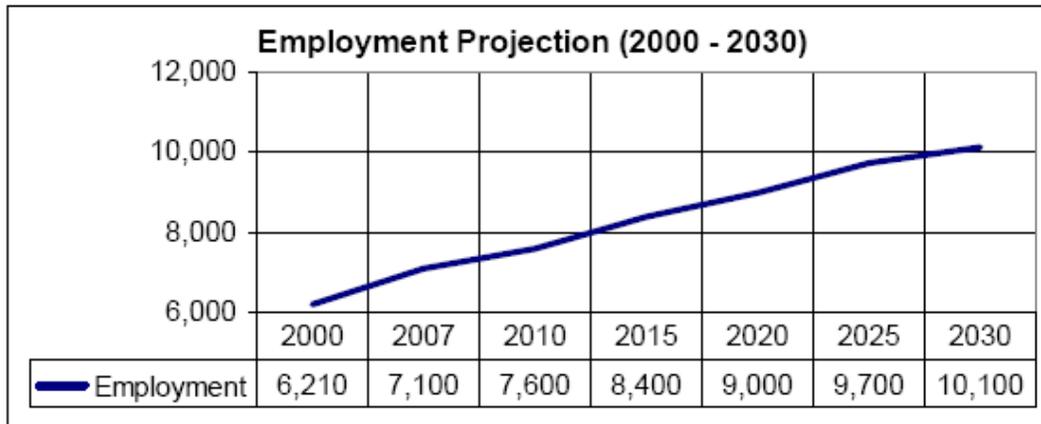
Seventy-seven percent (77%) of all future job growth is projected for retail and service industries, indicating a trend toward seasonal businesses. Complimenting that trend is the influx of a summer labor force. The chart below indicates that the workforce is consistently at its peak during the month of August, and its low during February.



Figure 22. Labor Force Trends (Massachusetts Division of Employment and Training, 2002)

<sup>69</sup> Monitoring the Nantucket Economy, An Update to the 1993 Economic Base Study, June 2002, Sponsored by the NP&EDC and the Nantucket Chamber of Commerce, Prepared by RKG Associates, Inc.

This fluctuation of the labor force suggests that seasonal jobs are either held by people who do not live on Nantucket, or by Nantucket residents who enter and leave the workforce seasonally. What is important to note is that although the highest amount of future job growth is in the service and retail sectors, the projected workforce need is consistent between seasons.



**Figure 23. Employment Projection (Regional Transportation Plan, 2007)**

For year-round residents, the most likely future job growth is in the construction industry, however, this projected trend appears to begin to level out over time, as shown in Figure 21. Much of the construction related activity revolves around the second/vacation home market, and as new starts in construction slow due to inevitable build-out, residents of Nantucket will need to seek other sources for year-round employment.

In the 2005 survey attached to the Annual Town Census, 48% of respondents felt that both year-round and seasonal employment should be expanded.<sup>70</sup> This is particularly important given the current economic trend of steady growth in the seasonal industry sectors, but not in year-round sectors. In 2006, 14% of Nantucket males named carpentry as their occupation, making it the most common.<sup>71</sup> The most common industry for males was construction, with 32% employed in that sector. Females were mostly employed in administrative and educational occupations, which are projected to be stable over time.

Perhaps the most threatening trend to the year-round workforce is commuters from the mainland, arriving by plane or ferry on a daily basis. This workforce is not specific to any one employment sector, although perhaps more concentrated in some, and includes trades people, government employees, skilled professionals such as engineers, and retail workers. Wages on Nantucket are higher than in nearby Barnstable County and other nearby regions, making commuting attractive to those who live off-island. However, for those who live here, the cost of living, excluding housing, is about 130% higher than the U.S. average,<sup>72</sup> making it common for year-round residents to supplement their income, sometimes with secondary employment. This makes the development of affordable housing of critical importance for encouraging social and economic stability.

<sup>70</sup> Question 4, 531 of 1097 respondents

<sup>71</sup> [www.city-data.com](http://www.city-data.com)

<sup>72</sup> Ibid

## CHAPTER 5: NATURAL AND CULTURAL RESOURCES

As an island, Nantucket presents many unique features, both in the realm of its historic and cultural context, and its natural physical environment. Living separate from the mainland creates a lifestyle that is both independent and closely connected. Islanders enjoy their solitude in the winter, and adjust to being crowded in the summer. They realize that life here is different from other places. In an essay published in the *New York Times* in 1981, author Samuel A Schreiner, Jr. discusses the nature of a true island.<sup>73</sup> He explains that there are inconveniences, and shortages, whether it's one's favorite brand of a product, or general diversions. He writes:

*"In most cases, though, it is worth ignoring the discomforts. Once you demonstrate that you can roll with the punches, true islanders will take you to their hearts."*

In his informal research, he seems to have come to an important conclusion: to understand the culture of a true island, one must appreciate and adapt to its eccentric rhythms and methods, rather than expecting it to adapt to you. As island life has evolved since the first settlers of European descent arrived on Nantucket in 1659, its stories and traditions have long held the keys to its survival. As we move into the future, residents should remember that the success of the community lies in its members' ability to adapt to island life, rather than to expect it to eventually conform with the pace and "convenience" of the mainland. In a world that moves towards standardization, a spirit here resists that, and strives to retain the things that make it special.

Nantucket contains an abundant amount of obvious natural, historic, and cultural resources. Its unique environment hosts rare ecosystems such as sand plain grasslands, and threatened species, like the Northern Harrier. It is rich in history as one of the country's first economic centers, during the era of the whaling industry. Nantucket residents have long sought methods to protect all of the island's defining characteristics, making preservation of various kinds a priority, through both public and private efforts.

### NATURAL RESOURCES

Nantucket's coastal areas are one of its most important features, and the town has made access to those areas a priority for many years. Although the majority of coastal lands are in private ownership, traditionally access to the shoreline has been open to all. As landowners threatened to make access less available, the One Big Beach Program for public access easements was conceived, and a beach management plan now encompasses the entire island.<sup>74</sup> Balancing use with preservation is an ongoing challenge for these dynamic areas, as erosion and species protection must be considered. In addition, Nantucket Harbor plays an important role, as both a natural and cultural feature. It provides ferry access to the mainland, shellfish beds, and a protected space for boating and other water-sports.

The island's Great Ponds are an important resource as well. Nantucket has environmental jurisdiction over these ponds, including Sesachacha, Miacomet, and Hummock Pond, which are opened to the ocean for flushing and draining when determined appropriate. The Massachusetts Department of Conservation and Recreation (formerly DEM) has designated at least five areas of Nantucket County as scenic landscapes, all shown on Figure 24:

- Coatue and parts of Great Point
- The Middle Moors and eastward to the ocean, including Sesachacha Pond and Sankaty

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<sup>73</sup> "What Makes an Island? A Collector's Definition," by Samuel A Schreiner, Jr., *New York Times*, February 22, 1981

<sup>74</sup> Town of Nantucket Beach Management Plan: June 1, 2005



Historical Association (Historical Association). The Historical Association, a private non-profit entity, operates the Whaling Museum downtown, and owns numerous historic properties on the island, including a research library, and the Old Mill.<sup>76</sup> The Town's library, the Atheneum, is another repository of local history. Cultural events are held there throughout the year. Other private, non-profit organizations, such as the Lifesaving Museum and the African Meeting House, preserve, document, and present specific areas of Nantucket's fascinating history.

Properties listed on the State Register of Historic Places include the three lighthouses on Nantucket, Brant Point Light Station, Nantucket [Great Point] Light, and Sankaty Head Light, as well as Friends Meeting House, Hadwen House, Nathaniel Macy House, Thomas Macy Warehouse, and the Old Mill. The National Register lists Brant Point, Great Point, and Sankaty Lights, along with the Jethro Coffin House.<sup>77</sup>

There are many historical burial grounds identified on the island, including Founders Cemetery, Old North Cemetery, New North Cemetery, Mill Hill Cemetery, Prospect Hill Cemetery, St. Mary's Cemetery, Edward Lewis Unitarian Cemetery, the Native American Burying Ground, the Settlers Burying Ground, Quaker Cemetery, two Polpis cemeteries, and the Colored Cemetery. Archaeological sites include a former Native American village and burial ground near Miacomet, and various unmarked Native American sites scattered along the southeastern shore, Polpis Harbor, and between Gibbs Pond and Siasconset. Sites associated with European settlers are located near Capaum, Maxcy, and Hummock Ponds, including home sites of the original island settlement, as well as shipwrecks in coastal waters. The Town does not have any official, protective regulations in place for these resources.<sup>78</sup> The Town must continue its own efforts to document and preserve its public records in various departments, providing research materials and archives that are valuable now, and into the future.

As a designated Historic District, instruments for preservation are firmly in place, but as the island's population continues to increase, finding a balance between preservation and modern convenience and innovation will inevitably present challenges to the Town. In 2000, the National Trust for Historic Preservation listed Nantucket on its "Top Ten" list of threatened historic resources. According to longtime Historic District Commission and Planning Board member John McLaughlin, the only way to preserve something is to "leave it alone and let it grow old gracefully, with proper maintenance along the way." The Commission's official guide, *Building With Nantucket in Mind*, reiterates this thought:

"... [P]reservation on Nantucket is, simply, a way of life. ... Preservation policy on Nantucket is grounded in a policy of minimal intervention. Intervention goes beyond the obvious of avoiding architectural irresponsibility, be it in style or in detail. It touches on the broader issues of respecting the physical, cultural and metaphysical fabric of the island as a whole, in keeping with its designation of landmark *in toto*."<sup>79</sup>

#### CULTURAL RESOURCES

Nantucket has long been a home to artists, writers, actors, musicians, and craftspeople. Support for the arts of all kinds is a strong thread in the fabric of the island, and should continue on many levels, through educational opportunities, theatrical groups, artists' associations, visiting performers, etc. The Town recognizes and supports the island's arts and cultural community as critical to the island's economic and spiritual well-being, and supports public and private efforts when feasible and

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<sup>76</sup> Appendix I: Nantucket Historical Association Properties (p.151, Open Space & Rec. Plan)

<sup>77</sup> <http://www.nationalregisterofhistoricplaces.com/MA/Nantucket/state.html>

<sup>78</sup> p. 154, Open Space & Recreation Plan

<sup>79</sup> Building With Nantucket in Mind, page 14

appropriate. The arts on Nantucket increase tourism and is a key component of downtown revitalization and sustainability. The Town must recognize the arts as a valuable component to island life, and support public and private efforts when feasible and appropriate.

In the survey conducted by the Planning Office in preparation for this Plan, residents were asked if the Town should be involved in the creation of a Community Arts Center.<sup>80</sup> Seventy-four percent saw some involvement for the Town, and the majority (28%) felt that the Town should provide incentives such as zoning changes or tax relief for private developers to create a facility. The overall majority did support providing land for such a venture, and several sites, including the 2 Fairgrounds Road site, the Washington Street municipal parking lot, and others, have been considered. Anticipated restoration of the Dreamland Theatre is part of the solution, but more may need to be done.

The importance of a gathering space for residents must be stressed here. Historically a diverse population, residents have long sought ways to come together, whether it is downtown on Main Street, or at the Dreamland Theatre, or at the High School for Town Meeting. Currently, the Tom Nevers Recreational Facility accommodates events such as the carnival, the demolition derby, and the County Fair. These events offer opportunities for the community to gather and interact, and contribute to a healthy island society, encompassing citizens of all ages and backgrounds. The Town needs to make gathering easier, by retaining and creating places of public assembly. It must have appropriate venues for cultural events, making sure that these needs are not driven out by economic and practical factors. Maintaining the downtown area as the heart and soul of the community is imperative.

The Town will consider the following possible strategies for the creation of a Community Arts Center in the future:

- Provide land for an arts center at a reduced cost or no cost
- Provide economic incentives for the private sector to create a Community Arts Center
- Consider a public/private partnership for the formation of a Community Arts Center
- Reserve sufficient space for a Community Arts Center in any plan for the development of any Town owned land, including 2 Fairgrounds Road, that may be appropriate for a Community Arts Center

Over the past twenty years, the year-round population has increased dramatically, changing Nantucket in many ways, and expanding its cultural diversity. Through education and understanding of the island's past, its success in the future is more greatly assured.

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<sup>80</sup> Master Plan Survey, Question 5: Natural & Cultural Resources, distributed with the 2006 Annual Town Census

## CHAPTER 6: OPEN SPACE & RECREATION

Nantucket is committed to protecting its native ecosystems, biodiversity, and to maintaining the quality of the island's water bodies. In addition, the community must strive to develop a more proactive approach to preserving important open-space related historical resources, and its natural landscapes. The Open Space and Recreation Plan (OSRP), prepared and submitted to the state in 2007,<sup>81</sup> establishes an inventory of the Town's open space properties and its municipal recreational facilities. The goals and objectives described in the Plan are a summary of the OSRP, which is to be updated every five years, and made a part hereof in Appendix J.



**Figure 25. Designated open space**

### POLICY, PRIORITY AND MANAGEMENT

The community should continue its efforts to acquire and manage open space for preservation of natural and wildlife habitats, passive and active recreation, and a clean and plentiful water supply. As less developable land is available, the focus for open space should transition from a broad acquisition strategy to a focus on strategic acquisitions and management. Accomplishing these goals, while balancing practical needs for growth, is essential. The community clearly supports ongoing acquisition of land as evidenced in both the non-binding ballot question and questionnaire, with 70% supporting additional open space acquisition.<sup>82</sup>

The goals will be accomplished by maintaining a priority parcel acquisition list, currently administered by the Nantucket Islands Land Bank, and by continuing to seek funds to purchase key open space parcels. The town must encourage the use of tools such as conservation restrictions, tax abatements, gifts, and zoning to aid its mission. “Un-development” should be employed to recover open space or recreation parcels in strategic locations, such as the waterfront. Developers and private homeowners

<sup>81</sup> Town of Nantucket 2007 Open Space and Recreation Plan, revised August 4, 2008 (Appendix J)

<sup>82</sup> Question 6, 2006 Annual Town Census Survey and Non-Binding Ballot Question 2, 2006 Annual Town Election

should be provided with incentives to incorporate land protection strategies into their projects, such as by-right cluster subdivisions in the COD.

#### WATER RESOURCES

Enhanced use and protection of the environmental health of its surface water resources: the beaches, harbors, and great ponds, are essential. To this end, the Harbor Management Plan<sup>83</sup> must be implemented and a Coastal Management Plan should be created and implemented in the next five years. Regulations governing development and prioritization of the acquisitions of land within the 100-year coastal flood plain and in buffers to other wetland resource areas where necessary should be strengthened. The Town should improve pedestrian access, public transportation, and parking near the shore, as well as provide public restroom facilities where needed.

Present and future groundwater supply can be protected by including future well-field areas in open space protection efforts, through zoning, and acquisition of fee or lesser interests. The town must continue to improve waste water disposal methods to protect water quality for many reasons, including open space and recreational considerations.

#### COORDINATED EFFORT

Open space and recreational needs must be coordinated to the benefit of each. This is facilitated through the implementation and updating of the OSRP every five years in accordance with state requirements. A bi-annual (every 2 years) meeting should be convened by the Board of Selectmen, and should include departments such as the Planning Office, Conservation Commission, Nantucket Islands Land Bank, Parks & Recreation, and other relevant town agencies to identify needs, establish budgets, and coordinate cooperative efforts. Inventory lists, prepared in accordance with the OSRP, must be maintained, updated, and mapped. Additional coordination and cooperation between various non-profit and private groups on the island involved in conservation efforts, such as The Nantucket Conservation Foundation (NCF), the Nantucket Land Council, The Massachusetts Audubon Society, and others, should be encouraged.

#### PRESERVATION AND EDUCATION

Unique, fragile, natural, and cultural landscapes must be identified, protected and enhanced, and characteristics such as scenic beauty, historic significance, and rare habitats included. When possible, changes in existing development should strive to enhance contributing natural features, critical wildlife and plant habitat, water resources, historic or cultural landscapes, scenic roads and views, contiguous forest, and significant landforms, where applicable. In addition, proposed development should be designed to preserve such features. Historical and cultural landscapes must be identified and defined so the public understands their value to the island, and activities such as farming, which has played such an important historic role, should be encouraged. The town should create incentives for agricultural activities, enhancing locally-grown food sources, and long-held traditions, such as county fairs, farm stands, and markets, to continue this important part of the island's heritage.

#### ACCESS AND RECREATION

Continuing to acquire land, maintain facilities, and expand recreational opportunities and access throughout the island is important, to ensure that the needs of varied user groups are met to the largest extent possible. This goal can be met by designating the use of conservation and recreation lands as either active or passive, based on their suitability. Regulations pertaining to such properties must be established, posted, and enforced. Municipal agencies should focus more intently on improving availability and access to recreational resources. Public recreational facilities and open space areas should be designed for year-round use and, like the Tom Nevers facility, be multi-use

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<sup>83</sup>Revised Nantucket & Madaket Harbors Action Plan, May 8, 2007

where appropriate. Areas that house more than one facility, such as the ice rink and skate park, could be linked by walking paths, trails, sidewalks, bike paths, and parks.

It is important to assess all existing facilities and to develop and fund programs for repairs, improvements, and rehabilitation to meet current needs and standards. The town must strive to meet national standards where appropriate. The Parks & Recreation Department, in concert with other town agencies, should continue to promote public use and to inform the public on the availability of programs, facilities, and services. Open space and recreational facilities should be made accessible to handicapped persons, and program opportunities should be available to special populations when possible and practical. Special attention should be given to make marine landings more accessible for all.

Town agencies must coordinate to ensure that public facilities meet the needs of local community groups, facilitate non-profit social gatherings and events, and enhance signage and maintenance of recreational areas. Public boat launching facilities should be provided on all major waterways, such as Polpis, Madaket, Warrens Landing, and Nantucket Harbor, to serve both residents and visitors. The development of contiguous, trans-island walking trail networks, focusing at first on the greenbelt and harbor, and acquisition of land to create smaller village and neighborhood open spaces, such as pocket parks, playgrounds, pedestrian gathering areas, and community/neighborhood gardens, should continue.

#### INVENTORY AND STEWARDSHIP

All public properties dedicated to open space should be designed and managed for their intended public benefit. The town should review its inventory of land, and evaluate whether the properties are appropriate for open space or other purposes. Encroachments onto open space and recreational land should be eliminated. Management plans should be developed for specific properties to guide decisions for the future, which require protection and sustainability of natural resources and processes. By cultivating increased coordination and cooperation between public and private land conservation groups, the island will maximize the successful implementation of its land acquisition, planning, and management efforts, and will be able to coordinate trails and contiguous habitat.

Nantucket must work diligently to protect its wildlife population and habitat by identifying and preserving landscapes that foster species diversity, and link to known wildlife resource areas. It should continue the prescribed burn plan for habitat management on conservation properties, and conduct an on-going, island-wide inventory and prioritization of wildlife habitats and species.

## CHAPTER 7: SERVICES AND FACILITIES

Town government, in general, is service based and the Town of Nantucket offers a variety of services and facilities to the public. However, services provided that directly benefit the public, such as education and public safety, are more widely recognized than administrative services. As a Town, it is often difficult to provide the services needed for a population that changes so dramatically between seasons, and a seasonal workforce is necessary to provide the level of service that is expected.

In 2006 a questionnaire prepared by the Planning Office and distributed with the Annual Town Census, one question regarding services and facilities was posed:

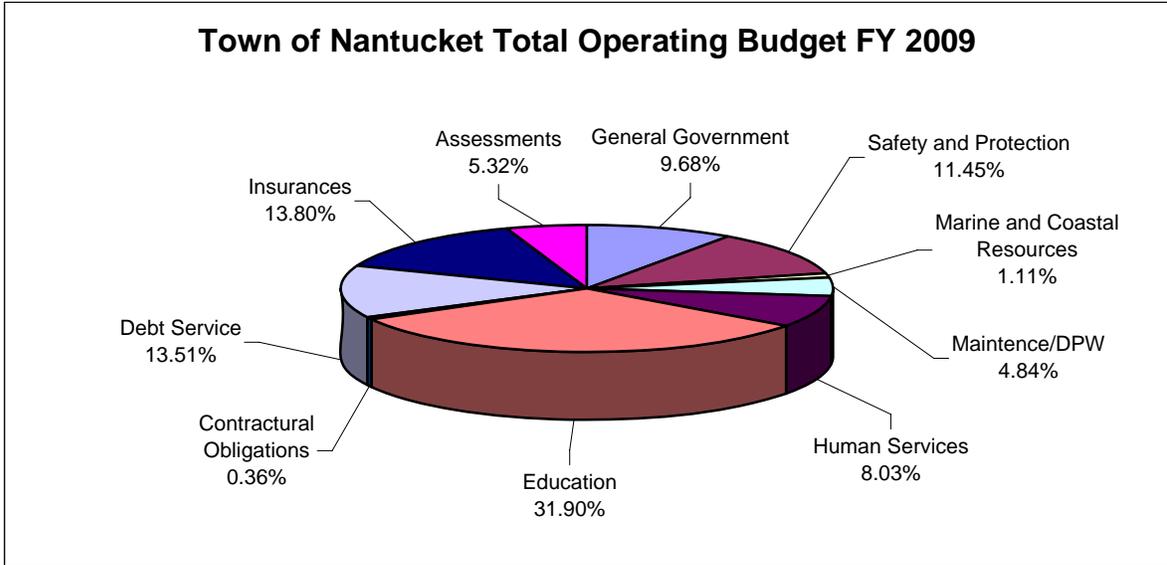
What level of monetary investment should the Town make in the community’s physical infrastructure?

The respondents, which totaled 1,094 in number, were given five sub-categories and answered as follows:

	Invest More	Invest Same	Invest Less
Bike Path	54% (597)	40% (446)	6% (68)
Roads	39% (422)	54% (593)	7% (78)
Schools	44% (481)	47% (518)	8% (92)
Parks/Playgrounds	34% (370)	54% (592)	11% (125)
Police/Fire	26% (283)	61% (660)	13% (143)

In all categories, the respondents voted to “Invest Same,” except regarding bike paths where the majority voted to “Invest More.” A challenge for the Town in future years will be to provide the level of services necessary to meet the needs and expectations of the year-round and seasonal residents, keeping within a relatively static budget, or seek to raise additional funds.

The Fiscal Year (FY) 2009 operating budget for the Town is \$75,126,309, excluding the five (5) enterprise funds which include: Siasconset Water, Wannacomet Water, Airport, Sewer, and Solid Waste. The largest portion of the budget, 31.9%, is dedicated to the schools, as shown below.



**Figure 26. Town Operating Budget, FY 2008**

The total amount of taxable property on Nantucket for FY 2007 was \$20,383,711,813. Eighty-two percent (82%) (\$16,793,422,200) of that amount consists of residential dwelling units, with single-family dwelling units accounting for about half of the total amount.<sup>84</sup> The average assessed value for a year-round residence (this includes any type of residential property: single-family, multiple dwellings, condominiums, duplexes, etc.) in FY 2009 was \$1,396,522.<sup>85</sup> With the residential exemption, the tax bill for the same would be \$2,818.<sup>86</sup>

Town	Tax rate	Average Bill	Average Value
<b>Nantucket</b>	<b>\$2.49</b>	<b>\$2578.28<sup>87</sup></b>	<b>\$1,309,477<sup>88</sup></b>
Edgartown	\$2.85	\$3,141	\$1,102,245
Chatham	\$3.49	\$3,118	\$893,429
Truro	\$4.15	\$3,386	\$815,948
Provincetown	\$4.96	\$4,254	\$857,570
Nahant	\$7.11	\$4,394	\$617,949
Marblehead	\$7.76	\$5,915	\$762,250
Ipswich	\$8.32	\$4,462	\$536,327
Hingham	\$9.00	\$6,197	\$688,592
Newburyport	\$10.09	\$4,925	\$488,111
Cohasset	\$10.50	\$8,664	\$825,126

**Figure 27. Residential Tax Rate Comparison (MA Department of Revenue)**

<sup>84</sup> Nantucket Tax Assessor

<sup>85</sup> Nantucket Tax Assessor

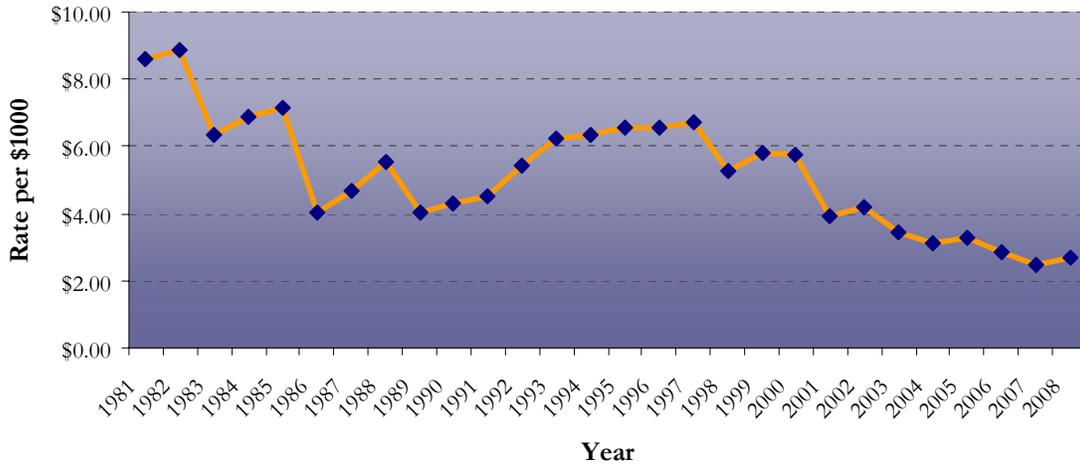
<sup>86</sup> 2007 Annual Town Report, page 31

<sup>87</sup> Nantucket Tax Assessor. Average is for properties with year-round residential exemption

<sup>88</sup> Nantucket Tax Assessor. Average is for properties with year-round residential exemption

As indicated in Figures 28 and 29 the tax rates have been continuously decreasing since the mid-1990's. Of the 351 municipalities in MA, the 2007 residential tax rate for Nantucket is fourth lowest in the state and the commercial tax rate is eleventh lowest.<sup>89</sup> The average residential tax rate for MA is \$10.41.<sup>90</sup> The average bill for municipalities that do not have a residential exemption (336 of 351 municipalities) is \$4,110.

### History of Nantucket Residential Tax Rate

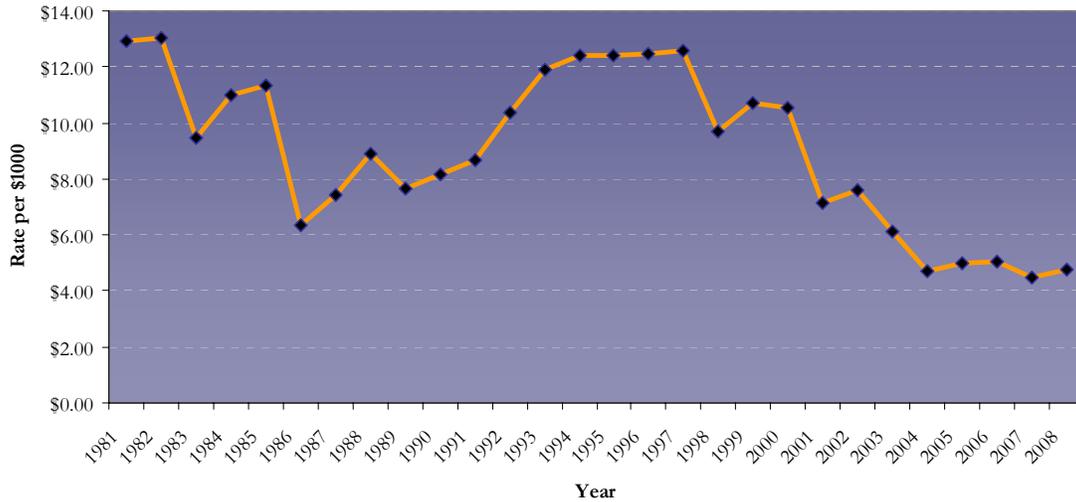


**Figure 28. Residential Tax Rate (Nantucket Assessor's Office)**

<sup>89</sup> Massachusetts Department of Revenue, Fiscal Year 2007 Tax Rates

<sup>90</sup> 2007 Annual Town Report, page 32

## History of Nantucket Commercial Tax Rate



**Figure 29. Commercial Tax Rate (Nantucket Assessor's Office)**

### GENERAL TOWN ADMINISTRATION

The administrative offices of the Town have been located in the downtown core, at 16 Broad Street in the Town and County building constructed in 1965. However, as the Town services have grown, other facilities have been created to accommodate the need for more administrative staff. The main, two story, brick building contains the Selectmen's administrative staff, Town Clerk, Registry of Deeds (County), Tax Assessor, and Tax Collector. The second floor has State offices including Registry of Motor Vehicles, Probate and Family Court, Superior Court, District Court, Cape and Islands District Attorney, and the Sheriff's Office. The Selectmen meet in the courtroom on the second floor.

Within the same block, bounded by Federal, Broad, South Water, and East Chestnut Streets, are three other freestanding structures as follows:

- 20 South Water Street: Constructed as a fire station in the 1930's and converted to a police station in 1979, this 1½ story brick building is the only police station and prisoner holding facility on island. Major deficiencies for its current use have been identified.
- 3 East Chestnut Street: This 1 story wood-frame building primarily houses the Nantucket Regional Transit Authority (NRTA) office. A small portion of the building is allocated to the Police Department.
- 25 Federal Street: Visitor's Services is housed in this 1½ story wood-frame building named after the late Bernard Grossman, a prominent resident and selectmen. Public restrooms are located here also.

Within this block is also a memorial to Veterans and a small, landscaped seating area.

Two additional structures in the downtown core contain Town administrative functions:

- 22 Federal Street, known as the Mooney Building: This 2 ½ story wood-frame building contains Finance Department functions and storage. This structure is located directly across

from the Town and County Building. Major deficiencies for its current use have been identified.

- 22 Broad Street: This 2-story structure is owned and occupied by Nantucket Islands Land Bank, whose office is on the first floor. The second floor of the structure contains two apartments and additional office space.

At the easterly edge of the downtown core is a cluster of town properties consisting of the 152 (119 public parking spaces) car municipal parking lot located behind 37 Washington Street, a landscaped harbor-front park at 36, 38, 40, and 42 Washington Street, and a landscaped area at 33B Washington Street, adjacent to the 37 Washington Street building. 40 and 42 Washington Street are also known as the Loring properties. The two nearby structures are:

- 37 Washington Street: A 1½ story wood-frame building containing the Building Department, Conservation Commission, Health Department, Town Biologist, Beach Manager, and Historic District Commission offices.
- ~~348~~ Washington Street: A 2-story wood-frame structure was constructed adjacent to the Town Pier in 1996, was renovated in 2006, and additional renovations are planned for 2009. It contains the Marine Department and restroom and shower facilities.

In addition, the following town property is located on the easterly edge of downtown:

- 58 Orange Street: A 1-story wood-frame structure formerly used as the DPW sign shop and currently used for storage.

In the mid-island area is a large 1-story metal building constructed in 1969 as a warehouse and office for the Nantucket Electric Company. The Town purchased this building and the surrounding twenty acres of land in 2004 for \$15.5 million. A site planning exercise has recommended that the building be replaced and the site used for other municipal functions and affordable housing:

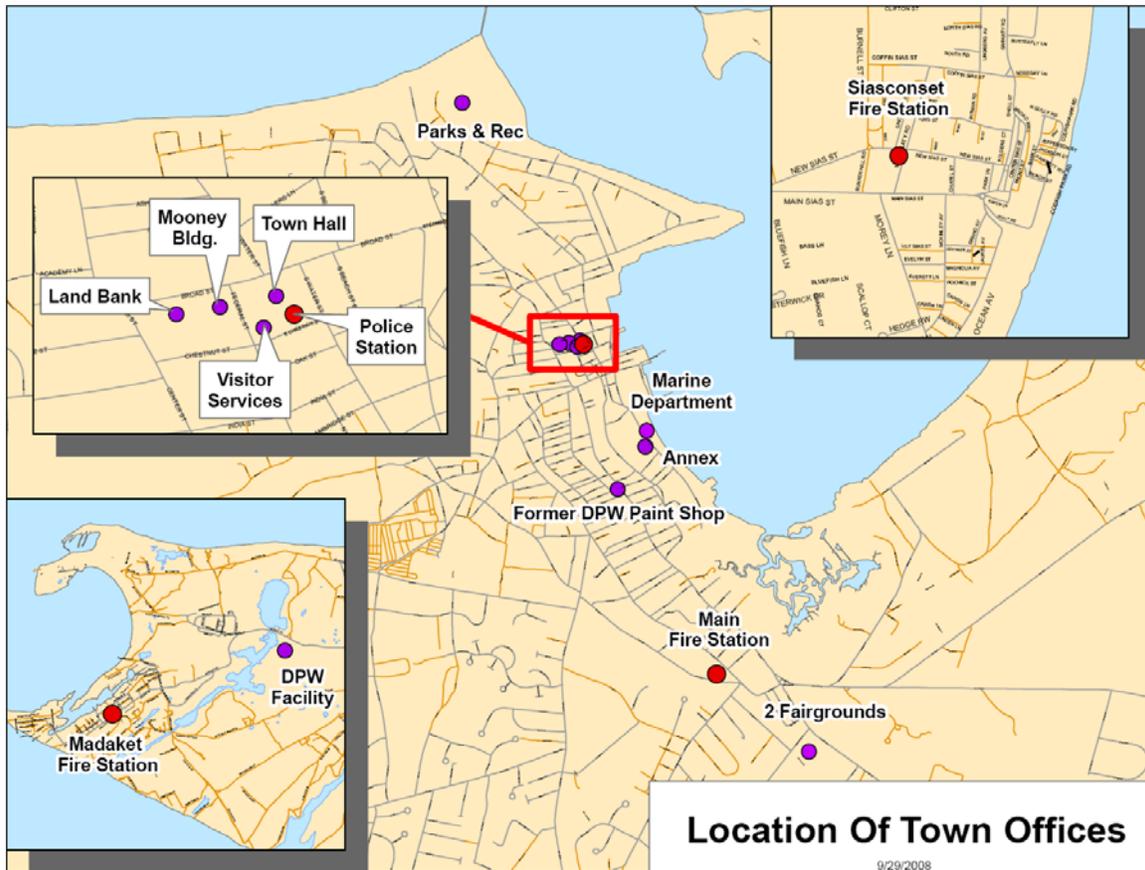
- 2 Fairgrounds Road: Temporary relocations of the Information Technology and Geographic Information Systems, Planning Office (including Zoning), and Human Services departments are now accommodated in this building. It also provides for storage for police and fire, DPW sign shop, and its large garage bay is used for public meetings.

Other Administrative functions are housed in:

- 40 Bathing Beach Road: one story wood frame structure housing the Park and Recreation offices.
- 188 Madaket Road: DPW facility
- 131 Sparks Avenue: Main Fire Station. Three substations, located at 293 Madaket Road, School Street in Siasconset, and on Tuckernuck. The three substations are operated by volunteer fireman.

#### *Forecasted Future Needs*

The consolidation of services should be considered at one or more locations. Currently, most Town offices are scattered throughout the downtown and mid-island areas, with others in outlying areas.



**Figure 30. Town Office Locations**

The lack of consolidation is inefficient to both staff and the public, who must travel to different locations to conduct business. Historically, there has been a sentiment to keep Town offices in the downtown and a bylaw was passed to that effect.<sup>91</sup> Warrant Article 10 at the 1999 ATM was approved, authorizing \$6,750,000.00 for an expansion of the Town and County Building, however, it was defeated at the ballot.<sup>92</sup> As it currently exists, it is inadequate, outdated, and cannot accommodate all departments. State offices consume half of the building, the meeting space is limited, and the building is not large enough for essential functions.

Most of the Town buildings do not have parking available for the public or staff, which is an issue in the summer months. One of the only administrative facilities with parking available is located at 2 Fairgrounds Road, and it is often over taxed by the various departments, boards, and committees utilizing the meeting space that is available.

#### TOWN SERVICE ORGANIZATIONS

Our Island Home is located off of East Creek Road and is a Town owned and operated skilled nursing facility for those who need long term nursing care. It provides inpatient services, geriatric related education and outreach programming. The staff of Our Island Home also provides Adult Community Day Care at an off-site location. The purpose of this program is to enhance the physical, emotional, and social wellbeing of the island's senior citizens.<sup>93</sup> It is geared towards those who are socially isolated due to physical or emotional limitations, and staff is trained to aid those who may

<sup>91</sup> Article 77, 1997 ATM

<sup>92</sup> Question 1, 1999 Special Town Election

<sup>93</sup> [http://www.nantucket-ma.gov/Pages/NantucketMA\\_COA/faq](http://www.nantucket-ma.gov/Pages/NantucketMA_COA/faq)

need some assistance with personal care.<sup>94</sup> Adjacent to Our Island Home is the Landmark House, located on Town owned land, but operated through a long-term lease to a private operator.

The Council on Aging is located in the Saltmarsh Center at 81 Washington Street, and has a staff that provides programs and activities for senior citizens, such as nutritional and exercise classes. Their mission is "... to identify unmet needs, design, promote, and improve the services available for our elders through a variety of community programs that support and enrich their lives."<sup>95</sup> Between six and twelve programs and activities are offered daily, serving approximately 1,100 individuals annually. The Saltmarsh Center also serves as the local host facility for the Social Security Administration, Women and Infant Children (WIC), and Legal Services of Cape Cod and the Islands.

The Council for Human Services is located at 2 Fairgrounds Road. Their mission is "... the provision of all needed human services in a manner that can best serve the residents of Nantucket, the coordination of the efforts of existing service organizations, and the undertaking of efforts to obtain assistance and financial aid from federal and local government and private organizations, and the improvement of provisions of those services. The Council and the coordinator are authorized to establish an annual budget and expend funds, and to apply for, accept and expand federal and state grants for such purposes aforementioned."<sup>96</sup> Some of the services offered include: fuel assistance, client advocacy and referral, and housing assistance.

The Nantucket Commission on Disability meets at the Nantucket Cottage Hospital and has one part-time staff person. Their purpose is to coordinate programs with the Massachusetts Office on Disability in order to bring about full and equal participation in all aspects of life in the Town for people with disabilities. The responsibility of the Commission includes, but is not limited to, the following:

- research local problems of people with disabilities
- review and make recommendations about policies, procedures, services, and activities of departments and agencies of the Town as they affect people with disabilities
- initiate, monitor, and promote legislation at the town, state, and federal level, which advances the equal status of people with disabilities, and ensure that appropriate regulations are adopted and enforced pursuant to such legislation
- issue parking permits to disabled persons and
- encourage public awareness of disability issues

#### *Forecasted Future Needs*

Over the years there has been discussion regarding whether Town Government should be involved in the nursing home business. A decision about whether a nursing home facility should remain a municipal function, a situation which is unique to Nantucket and the state, needs to be made. In many ways, the existing Our Island Home facility is obsolete, and significant capital costs for a new facility would be expected. A new design employing up-to-date standards, with clusters of care units instead of a central facility, would likely render the current site inadequate.

The Saltmarsh Center has an approved design to expand by constructing second story, but funding sources for the \$3,000,000 estimated cost of construction have not been secured.

The Nantucket Human Services Center, Inc. has developed a design for two buildings located at a site at 7 Miacomet Road. This is a public/private partnership with the Town of Nantucket. The

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<sup>94</sup> Ibid

<sup>95</sup> 2007 Annual Town Report, page 65

<sup>96</sup> [http://www.nantucket-ma.gov/Pages/NantucketMA\\_HS/index](http://www.nantucket-ma.gov/Pages/NantucketMA_HS/index)

facility would house about twenty social service organizations, a heritage center to preserve Native American artifacts found on the site, as well as a fourteen unit affordable housing component.

#### DEPARTMENT OF PUBLIC WORKS (DPW)

Largely devoted to the maintenance and/or operation of Town infrastructure, the DPW is located at 188 Madaket Road and is responsible for many general services such as:

- Maintaining and repairing roads, sidewalks, and bike paths
- Snow and ice removal
- Maintaining and installing subsurface drainage systems
- Mowing and trimming of trees and other vegetation
- Constructing, painting, installing, and maintaining Town signs
- Providing support to other Town offices or facilities.

In addition, the DPW is responsible for the oversight of two (2) important issues facing the island: wastewater and solid waste disposal.

#### *Forecasted Future Needs*

Since Nantucket's physical state is critical to its success as a resort community, maintenance of infrastructure to a high standard is critical. Most of the services currently provided are in town, but services for out of town areas, such as the mid-island and individual neighborhoods, will be needed in future. Amenities such as street trees will need to be added in locations outside of the downtown, and priority areas should be identified. In recent years the bike and pedestrian path network has been expanded and will need maintenance and repair. In 2005 a final report prepared by MACTEC Engineering and Consulting, Inc. was issued to the DPW for a Pavement Management Program, which included a street-by-street maintenance and rehabilitation recommendation (APPENDIX K). In addition to maintenance of existing roads and right-of-ways, the public road network may need to be expanded by takings of through streets, and those frequently used by the general public.

#### WASTEWATER

Municipal sewer has been serving portions of the island since the early 1920's when the first sewer pipes were installed in the downtown. Over time, sewer service has dramatically expanded and the growing cost of meeting the demand, as well as Department of Environmental Protection (DEP) regulations, prompted the Town to adopt and implement a Comprehensive Wastewater Management Plan (CWMP) in 2005,<sup>97</sup> and two sewer districts, Town and Siasconset, in 2004.<sup>98</sup>

The sewer districts are served by two (2) wastewater treatment plants: one in Surfside, and the other in Siasconset. In an effort to control the expansion of the sewer system and stay within the wastewater treatment capacity at the plants, only properties within the sewer district are permitted to connect to the sewer system. Although the Board of Sewer Commissions adopted a "Checklist for Proposed expansion of the sewer district,"<sup>99</sup> a majority vote of Town Meeting is necessary to approve changes to the sewer district.

The existing sewer district is irregular in shape and was originally intended to include parcels that were already connected to the sewer system, and parcels that directly abutted a Town sewer line. However, the sewer map excludes many parcels that qualify to be included in the district pursuant to those standards, are located within the TOD, or are located in the Public Wellhead Recharge District. In addition, the CWMP identifies areas throughout the island that are environmentally sensitive or

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<sup>97</sup> Article 4, 2005 STM

<sup>98</sup> Article 56, 2004 ATM

<sup>99</sup> Adopted by BOS on 03-14-07

are known to have soils that are incompatible with septic systems. Those areas are shown on a map entitled “Comprehensive Wastewater Management Plan, Nantucket, Massachusetts,” and are projected to be added to the sewer district over time.



**Figure 31. Sewer Needs Areas**

*Forecasted Future Needs*

An expansion of the wastewater treatment plan is currently under construction. Sewer service has existed on Nantucket since the early twentieth century and much of the piping needs to be replaced. The most populated areas of the island are serviced by the sewer. However, there are many other areas that should be serviced for a variety of reasons, such as being located within the Public Wellhead Recharge District, or in environmentally sensitive areas. Sewer districts, and the recent passage of the sewer bill, may provide opportunities to expand service.

**SOLID WASTE DISPOSAL AND RECYCLING**

The Town currently contracts with Waste Options Nantucket to provide solid waste disposal and recycling services at the 188 Madaket Road site. Approximately 90% of all residential waste generated on the island is either recycled or composted for re-use.<sup>100</sup> The remainder is stored in lined landfill cells on site. Rubbish collection for Town residents is not a service provided by the Town, therefore, the Madaket Road facility is open to private rubbish collectors and the public for waste disposal. Due to a total wood waste ban implemented by Department of Environmental Protection on July 1, 2006, disposal of construction and demolition debris at the landfill is prohibited, thereby requiring that it be shipped and disposed of off island.

*Forecasted Future Needs*

The population growth and the economy of both the seasonal and year-round communities will impact the future needs for solid waste disposal and recycling. The Board of Selectmen, along with the Department of Public Works, will need to identify the future needs for storage capacity, solid waste removal, and any associated infrastructure.

<sup>100</sup> MA Department of Environmental Protection, 2008

## WANNACOMET WATER COMPANY

The Nantucket Water Commission and the Siasconset Water Commission have a Memorandum of Agreement whereby the Wannacomet Water Company provides staffing and services for both Commissions. The mission statement for Wannacomet Water Company is as follows:

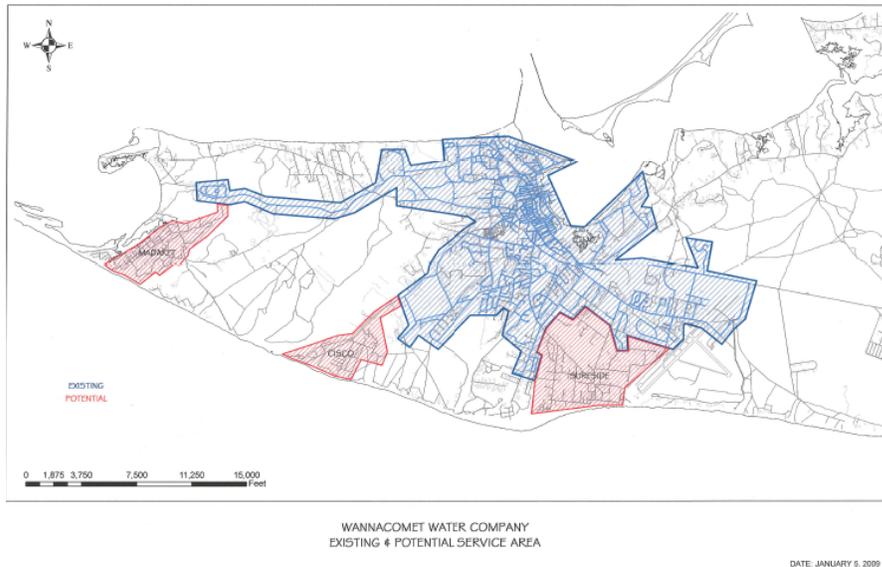
“The Wannacomet Water Company shall strive to provide high quality drinking water that exceeds all established Federal and Commonwealth drinking water standards, provide the highest level of customer and water related support services achievable, educate and inform the public of the need to protect Nantucket’s water resources, and to accomplish this mission using prudent utility practices and responsible fiscal management.”<sup>101</sup>

Two (2) separate aquifer protection zones are located on the island; one is the mid-island and the other in Siasconset. Three (3) separate well fields, one in Siasconset, one in mid-island, and the other off of Polpis Road, remove water from the aquifer for storage and distribution. Storage tanks are located off of Cliff Road and New Lane in Siasconset, with a new storage tank and pump station in the development stages on the Wannacomet Water Company site off of Polpis Road.

Wannacomet Water Company actively expands and updates their distribution system to increase the service area and to provide better fire protection.

### *Forecasted Future Needs*

There is a demand for extension of water service in areas where water quality is poor, such as Madaket, Cisco, Bartlett/Somerset areas. The Wannacomet Water Company has identified areas where future expansion will occur as shown on the map below.



**Figure 32. Wannacomet Water - Existing and Future Service Areas**

## NANTUCKET MEMORIAL AIRPORT

The expansion of the airport terminal is scheduled for completion in May of 2009. This expansion was necessary to better accommodate the Transportation Safety Administration (TSA) requirements as well as the airline carriers, automobile rental agencies, other airport services, and the traveling public. The airport is operated in accordance with a plan entitled “Airport Layout Plan,” which

<sup>101</sup> 2007 Annual Town Report, page 90

illustrates where all future projects are proposed to be located. In concert with that plan, the Airport Commission approved “Phase II, Master Plan Update, Nantucket Memorial Airport, 1999” in June of 1999, which is in the process of being updated.<sup>102</sup>

In addition to the transportation service element of the airport, the Airport Commission operates a Major Commercial Development (MCD) on airport property northeast of Runway 33, southeast of Runway 24, and west of Madequecham Valley Road. The MCD is accessed from New South Road and contains lease areas that are available for long-term lease by industrial businesses. This service is important to the community because of the location of the property outside of the Public Wellhead Recharge District, and the large size of the lease areas, which can accommodate industrial businesses that are not generally open to the public, and are not generally compatible with most other areas of the island.

#### *Forecasted Future Needs*

Nantucket Memorial Airport Commission has adopted a five (5) year Capital Improvement Plan (CIP), which identifies future needs. A new Airport Rescue Fire Fighting (AARF) building is scheduled for construction, utilizing federal funds. The Commission will conduct an aeronautical review of existing runways, to comply with Federal Aviation Administration (FAA) guidelines, and is planning the relocation of the air traffic control tower to an area that meets FAA requirements, and is locally acceptable.

The airport needs an extension of the main aviation ramp, parallel with Runway 6/24, to provide more parking for general aviation, and will remove the building that houses Fixed Base Operations. In addition, future projects include the renovation of the existing AARF building, an extension of Runway 33, the construction of a parallel taxiway for Runway 15/33, and maintenance of the Bunker Road Major Commercial Development.

#### PUBLIC SAFETY

The Nantucket Police Department and the Nantucket Fire Department are the primary providers of public safety on the island. The Police Department is located downtown, at the corner of South Water and East Chestnut Streets, and the Fire Department is located in the mid-island, between Sparks Avenue and Pleasant Street. Approximately five (5) acres of the Town property at 2 Fairgrounds Road has been allocated for a shared facility. In 2007 a joint police/fire computer-aided dispatch program was implemented to further their goal of a joint facility. However, plans and funding for such a facility have not been well received by the voters. A warrant article requesting \$27.5 million dollars to construct a shared facility at 2 Fairgrounds Road was approved at the 2008 Annual Town Meeting, only to be defeated at the ballot.<sup>103</sup>

The Police Department is comprised of both year-round and seasonal officers. Due to the geographic isolation of Nantucket and the lack of mutual aid available from other communities, the Police Department consists of several specialized sectors including:

- School Resource Officer
- Elderly Service Officer
- Animal Control Officer
- Field Training Officers
- Special Response Team
- Canine Teams
- Patrol and Criminal Investigations Divisions

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<sup>102</sup> September 29, 2008 e-mail from Al Peterson, Airport Manager

<sup>103</sup> Warrant Article #11, 2008 ATM

Their mission statement is "... to serve all people in this jurisdiction with respect, fairness, and compassion. We are committed to the prevention of crime and the protection of life and property; the preservation of peace, order, and the enforcement of laws and ordinances; and the safeguarding of constitutional guarantees. With community service as our foundation, we are driven by goals that enhance the quality of life, investigating problems as well as incidents, seeking and fostering a sense of security for individuals and the community as a whole."<sup>104</sup>

The Fire Department includes Emergency Medical Services (EMS) and is responsible for fire prevention, hazardous material removal, and code enforcement, such as proper permitting for fuel storage, explosives, tank trucks, and fire alarms. The mission of the Fire Department is "... to protect the lives and property of the residents of the Town of Nantucket by providing the highest possible level of service through public education, fire prevention, emergency medical services, fire suppression, and mitigation of the effects of natural and man-made disasters consistent with available resources. We do this to promote, preserve, and protect our quality of life and the unique character of our Island and the Town of Nantucket."<sup>105</sup> Some of their goals to achieve this mission include reducing the risk to the community from man-made and natural disasters, and providing response times within nationally accepted standards. The Fire Department, like the Police Department, must deal with the lack of mutual aid available, therefore, many of their officers have specialized training.

Emergency Preparedness is coordinated by the Police Chief in concert with other Town departments and the Cape and Islands Chapter of the American Red Cross. A Comprehensive Disaster Mitigation plan is being developed,<sup>106</sup> and an Emergency Operations Center is located at 2 Fairgrounds Road, which is a central location for Town emergency managers to respond to any natural or man-made disaster. The primary emergency shelter for the island is the Nantucket High School, with secondary shelters available at 2 Fairgrounds Road, and the DPW facility off of Madaket Road. At these locations, food, bedding, other shelter supplies, and emergency utility generation capabilities are available.

#### *Forecasted Future Needs*

Both the Nantucket Fire Department and the Nantucket Police Department are located in facilities that are deficient for their current use. These facilities have not been expanded or upgraded recently and are substandard in many ways. New facilities or a shared facility will need to be considered for construction at a centralized location. In addition, Town administration has expressed the need for a secured impound lot, most likely in the Bunker Road area.

#### SCHOOLS

One public school system serves the island, consisting of the Nantucket Elementary School, Cyrus Peirce Middle School, and Nantucket High School. All of these facilities are located on a single campus off of Surfside Road. In addition, there are two private schools: Nantucket New School and Nantucket Lighthouse School. Total enrollment for the school system, for the 2007-2008 school year, was 1,295 students, with approximately \$10,190 being spent per student.<sup>107</sup>

The middle and high schools not only serve the student population, but also serve as a community facility for sports, meeting rooms, educational courses, theatre, and voting on election days. The Nantucket Community School, operated by Nantucket Public Schools, was founded to provide year-round educational opportunities for adults and children outside the traditional school day. Programs focus on enhancing work-place skills, supporting personal interests, and encouraging

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<sup>104</sup> [http://www.nantucket-ma.gov/Pages/NantucketMA\\_Police/index](http://www.nantucket-ma.gov/Pages/NantucketMA_Police/index)

<sup>105</sup> [http://www.nantucket-ma.gov/Pages/NantucketMA\\_Fire/index](http://www.nantucket-ma.gov/Pages/NantucketMA_Fire/index)

<sup>106</sup> 2007 Annual Town Report, page 108

<sup>107</sup> <http://www.bestplaces.net/city/Nantucket-Massachusetts.aspx>

health and wellness. Partnerships are often formed with local businesses, organizations, or other entities, such as the Cape Cod Community College, to provide educational options that are generally not easily accessed from Nantucket.

*Forecasted Future Needs*

The Nantucket School Committee in concert with the Superintendent of Schools will need to evaluate the future need for maintenance and/or expansion of the existing facilities.

MARINE AND COASTAL RESOURCES

With offices located on Nantucket Harbor at 34 Washington Street, Marine and Coastal Resources is responsible for a variety of services for the boating public such as: search and rescue, oil containment and clean-up, assisting disabled vessels, mooring placement, and maintenance of Town Pier slips. In addition, the Washington Street site offers restrooms, showers, pump-out, ice, fresh water, and other necessities for boaters.

This department also includes the Town and Marine Biologists, as well as the Beach Manager. The Town Biologist conducts shellfish propagation, growing juvenile shellfish and then distributing them to augment those that grow naturally. Since shellfishing is a valuable component of the Nantucket winter economy and Nantucket tradition, it is important that the shellfish population be sustained.

The Beach Management Program<sup>108</sup> supervises all Town owned and/or operated beaches. This includes the provision of lifeguards, endangered species management, dune profiling, and maintaining public access.

The Nantucket and Madaket Harbor Plan update<sup>109</sup> was completed in 2007 and approved by the Office of Coastal Zone Management and the Department of Environmental Protection. This plan is recommended to be updated every five years.

*Forecasted Future Needs*

The existing Washington Street facilities have recently been expanded to meet the needs of the department and the community. On-going maintenance of existing structures, including the docks and piers will be a priority.

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<sup>108</sup> Town of Nantucket Beach Management Plan, adopted by the Board of Selectmen June 1, 2005

<sup>109</sup> Revised Nantucket & Madaket Harbors Action Plan, May 8, 2007

## CEMETERIES

There are thirteen cemeteries on island, ten of which are Town owned. The Department of Public Works is responsible for general maintenance.

Name	Established	Area	Monument	Comment
Founders Burial Ground	1671		1881	
Lost Quaker Cemetery	1711	1 acre		location uncertain
The Colored Cemetery	1812		2008	
Native American Burial Grounds	unknown		1987	estimated 200 burials
Newtown Burial Ground	1775			
New North Cemetery	1820's			
Old North Cemetery	1709			
Old Polpis Burial Ground	mid 1660's			
Prospect Hill Cemetery	1811			
Quaker Burial Ground	1730			
Quaise Burial Ground	1800's			
St. Mary's Cemetery				
Edward Lewis Memorial Cemetery	1900's			

**Figure 33. Cemeteries**

### *Forecasted Future Needs*

The Cemetery Commission Workgroup and the Board of Selectmen will need to evaluate the future needs for the various Town owned cemeteries. Maintenance of the existing facilities should be a priority. There has been discussion regarding capacity issues at the existing facilities and the need for additional land to accommodate future burials. A crematorium and mausoleum should be considered as well.

## BULK FUEL

Bulk fuel (heating oil, gasoline, and diesel) storage tanks are located in the downtown, directly adjacent to the harbor and the Candle Street site owned by National Grid. Storage has historically been located in this area, which was entirely industrial through the mid twentieth century, due to the close proximity to the harbor for unloading. Over time, this area has transformed into a mix of hotel, rental cottages, and light commercial uses, which are not compatible with the industrial nature of bulk fuel storage. This area is also heavily congested, particularly in the summer months, making access difficult and potentially dangerous due to the hazardous materials being transported.

### *Forecasted Future Needs*

An out of town storage facility has been explored on Town owned property. The Board of Selectmen voted on September 17, 2008 to support moving the tank farm out of town. Relocating both storage and off-loading to an out of town location would be a positive improvement for traffic and safety in both the downtown and on the truck route leading to downtown. Vehicles carrying these hazardous materials would no longer be travelling through the most populated and traffic congested areas of the island to refill. Propane bulk fuel is located on several lease areas in the New South Road industrial area.

## ALTERNATIVE ENERGY

Alternative energy sources are being explored by the NP&EDC and the Energy Study Committee, which was established at the 2003 ATM. These include land based wind turbines on large publicly

owned parcels, and an off-shore marine renewable energy center. The NP&EDC is pursuing leased areas in federal waters to conduct studies. The NP&EDC and Edgartown have collaborated on a tidal energy test project between Nantucket and Martha's Vineyard in the Muskeget Channel. Implementation of a tidal energy demonstration project is scheduled over the next two years.

#### *Forecasted Future Needs*

There is growing interest in developing alternative energy solutions that do not require non-renewable resources, as discussed in the natural resource section of this plan. Nantucket is surrounded by powerful and plentiful natural forces, including wind, tidal, and wave energy. There are other island communities such as Samsø, (known as “the renewable energy island”) Denmark, that have developed a variety of alternative power sources, making their island more sustainable, and a net energy exporter.<sup>110</sup> Development of alternative energy that may provide a direct economic benefit to Nantucket should be explored.

#### OTHER SERVICES AND FACILITIES

##### NANTUCKET COTTAGE HOSPITAL

Although not operated by the Town of Nantucket, the Nantucket Cottage Hospital is an important facility where many services are provided to both residents and visitors. It is now affiliated with Massachusetts General Hospital and is a full-service facility with full-time physicians on staff, as well as many others who visit the island regularly to accommodate the need for specialists. Both in-patient and outpatient services are provided, as well as in-home care through the Visiting Nurses program.

##### ELECTRIC

Electrical service is no longer generated on the island, rather it is transported by two undersea cables extending twenty-six miles from Harwich to Nantucket. The first undersea cable was installed in 1996 and the second in 2005. Prior to the installation of the first cable, electrical generation took place on the Candle Street site, which is a prominent location in the downtown and is directly adjacent to the harbor. The installation of the cable allowed on-island electrical generation to cease, which decreased the environmental impacts to the island, and provided for increased reliability in service.<sup>111</sup>

##### OTHER UTILITIES

Telephone, cable, and internet services are available on-island through two service providers, Comcast and Verizon. Not all areas of the island are serviced by both providers, and not all areas of the island have the same telecommunications services available. Not only are these services an amenity that all residents would ideally have access to, but a goal of the Circulation element is to expand these services so that they may be utilized as a means to promote less work-related travel.

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<sup>110</sup> *The New Yorker*, July 7, 2008. “The Island in the Wind” by Elizabeth Kolbert.

<sup>111</sup> [http://www.nationalgridus.com/nantucket/about\\_us/cable\\_about.asp](http://www.nationalgridus.com/nantucket/about_us/cable_about.asp)

## CHAPTER 8: CIRCULATION AND TRANSPORTATION

The *Nantucket Regional Transportation Plan*<sup>112</sup> (RTP) is a comprehensive report, updated every four (4) years, that identifies existing conditions, problems and deficiencies, goals and objectives, and a 25-year fiscally constrained schedule for recommended improvements of the island's transportation infrastructure. It is approved by the NP&EDC and is hereinafter incorporated as part of this Plan, attached as Appendix L. The transportation system on Nantucket can be segmented into six components: roadways, public transportation, bike/pedestrian paths, parking, airport, and ferry services. The vision for transportation is to provide a system that will move people and goods to, from, and around the island in a way that is safe, convenient, economical, and contextually sensitive.

Nantucket's transportation challenge for the next 25 years<sup>113</sup> is to try to minimize the number of cars coming to the island and their use once they are here. The principal mechanisms suggested for accomplishing this goal are to:

- Shorten distances between trip origins and destinations with a “Town” and “Country” settlement pattern
- Offer a system of interconnected alternative transportation modes
- Provide information for using the island’s alternative transportation modes
- Create options and alternatives for parking in the downtown area
- Utilize telecommunication infrastructure as a means to promote less work-related travel
- Explore an equitable and legal way to limit cars coming on-island

In regard to the last goal, respondents to both the non-binding ballot question and questionnaire support implementation of a vehicle limitation program. Few, however, can agree on the details. For example, in 2002 the Traffic Congestion Plan Work Group proposed a system that included a “hard cap” on the number of vehicles that would be allowed on Nantucket, but this system was never approved. Similarly, in 2007 the Auto Limitation Work Group proposed a system that included a “soft cap,” or an economic-based disincentive to bringing vehicles on Nantucket, but this system was also never implemented.

### ROADWAY NETWORK

There are approximately 89.5 miles (22%) of public roads, 88.3 miles (22%) of existing private roads. The ownership of the remaining roads is uncertain. Orange Street, Milestone Road (a state highway), and Old South Road have the highest traffic volumes and serve as the main truck route between ferry terminals and the industrial uses in the vicinity of the airport. The map below illustrates the main roadway network for the island.

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<sup>112</sup> Nantucket Regional Transportation Plan, NP&EDC, March 5, 2007

<sup>113</sup> RTP is a 25 year transportation document



**Figure 34. Roadway Classifications (Regional Transportation Plan, 2007)**

A review of available crash records from 2003 to 2005 indicates that Milestone Road, Old South Road, Surfside Road, and Pleasant Street have the highest number of recorded crashes during this period.<sup>114</sup> As a result of these high traffic volumes and number of crashes, much of the investment in the near future will focus on congestion reduction and safety improvements primarily in the mid-island area. There are significant gaps in the roadway systems; the Town and County Right-of-Way Committee updates priority public road additions in Appendix M of this Plan.

#### PUBLIC TRANSPORTATION

The Nantucket Regional Transit Authority (NRTA) was established to alleviate seasonal downtown core traffic congestion. Since the first season in 1995 the NRTA has become a successful mode of transportation; service has been expanded to meet the community's demand. As a result ridership has grown from 139,364 in 1995 to 243,646 in 2006. As this service continues to grow, funding will be concentrated on maintaining the successful marketing and education efforts, and expanding the system to any underserved areas.

#### BIKE/PEDESTRIAN PATHS

The existing bike paths on Nantucket are mostly outside of the downtown area and along collector roads. Currently there are approximately 29 miles of paths on Nantucket, which are well used among both year-round and seasonal populations. All bike path recommendations identified in the 1990 *Goals and Objectives* document are either completed or at some stage of implementation.

<sup>114</sup> Source: Massachusetts Registry of Motor Vehicles



## PARKING

Parking issues in the downtown area have been the focus of current and prior planning studies. It is extremely limited, with only about 300 on-street parking spaces within the core downtown parking district, and only 500 spaces within a quarter-mile walk of the district. The only facilities for public off-street parking in these areas are the Town lots on Washington and Silver Streets. The core downtown parking district is mostly restricted to parking for one-hour or less most of the year, and the Residential Parking Permit District, within the approximately quarter-mile radius from the core area, is restricted to a two-hour time limit.

As parking availability continues to become more limited, additional parking opportunities will need to be created within walking distance to downtown, and as part of an expanded NRTA park-and-ride system. Parking strategies also have to be developed for the mid-island, neighborhood and higher density residential areas away from the downtown.

## NANTUCKET MEMORIAL AIRPORT

The Nantucket Memorial Airport is currently owned and operated by the Town of Nantucket under the jurisdiction of an appointed Airport Commission, with a master plan in place that was approved in June of 1999, and is in the process of being updated. It is one of five (5) airports in Massachusetts with scheduled passenger service, and it is the second busiest airport in the state. The Airport is not only an important transportation link for visitors, residents and commuters, but it is also a vital component of moving freight on a day-to-day basis. As use of the Airport continues to increase, improved access to public transportation will need to be provided.

## FERRY SERVICES

Nantucket is served by three ferry operators that provide transport between Nantucket and Cape Cod: the Steamship Authority, Hy-Line Cruises, and Freedom Cruises. The Steamship Authority is a public agency providing passenger, vehicle, and freight transport between Nantucket and Hyannis. In addition, they license the other two private carriers. The year-round passenger boat options include high-speed (one-hour) service on the Steamship and the Hy-Line from Hyannis. From May to October, Freedom operates out of Harwich Port.

Comprehensive strategies for improving the traffic circulation and access to both ferry terminals, such as widening sidewalks, and scheduling arrivals and departures that do not coincide with peak traffic periods, will be critical to addressing the seasonal congestion and safety issues. These objectives will be achieved through improved coordination and communication with the Steamship Authority, as a major reconstruction of the main facility is under consideration. The area adjacent to the Hyline/Freedom Cruise dock has been identified as part of an area of redevelopment and improving access to this area should be one of the project goals.<sup>115</sup>

## PRIVATE BOATS

The marina, yacht club, boatyards and commercial mooring operators service the boating community in Nantucket Harbor. The majority of the marina clientele are large power vessels, in contrast to the commercial moorings that are most often used by sailboats. According to the Nantucket Marine Department there is a summertime weekend turnover rate of approximately 100 boats per day in Nantucket Harbor.

The Town of Nantucket owns and operates a boat dock that can accommodate 100 boats with a maximum length of 40 feet. There is a sewage pump-out facility, pump-out boat, dinghy dock, ice, potable water, public restrooms, showers, trash and recycling barrels. The Nantucket Harbormaster's office is located at the dock.

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<sup>115</sup> *Downtown Circulation and Ferry Access Improvement Study*, Milone and MacBroom, 2008.

The Nantucket Boat Basin is a 240 slip marina/resort facility managed by Island Resorts. This facility is located off New Whale Street within Nantucket Harbor between Town Pier to the south and Old North Wharf to the north. Madaket Marine has a floating dock system that can accommodate approximately 64 boats at full capacity in Madaket Harbor.

A 1989 survey documented approximately 1,800 private moorings and 138 commercial moorings within both Nantucket and Madaket Harbors. Of these, 1,325 private moorings and 125 commercial moorings are found in Nantucket Harbor, with the 475 remaining private moorings and the 13 remaining commercial moorings located in Madaket Harbor.

## CHAPTER 9: IMPLEMENTATION

Nantucket has a history of successful implementation of most of its planning objectives to date. The core mission behind the creation and development of this Plan is that it will be implemented; this is achieved through a combination of political will, resources, and education. Jeffrey Luke, a well-known public policy author, writes of the importance of implementation in Catalytic Leadership, Strategies for an Interconnected World,<sup>116</sup> as follows:

“Implementation is more complex and difficult than commonly assumed. The often-overlooked challenge of public leadership is not necessarily the adoption of policy options, but sustained implementation. It will encounter roadblocks, resistance and interferences; no single person or agency can implement the strategies alone. Implementation creates unique leadership challenges to sustain action beyond the initial burst of energy following the development of strategies by key stakeholders.”<sup>111</sup>

Since this document was created by the Planning Board, in conformance with the specific standards set by state law (MGL Chapter 41, 81D), its focus is “the long-term physical development” of the community. Much of the implementation measures are designed to generate from the Planning Office, which provides professional services to the Planning Board and NP&EDC, as well as Town administration. A schedule of land-use related implementation measures is included (see Figure 36). Neither the NP&EDC, nor the Planning Board, has authority over Town administrative entities. Other town departments, boards and commissions have roles to play in initiating changes to their practices, rules and regulations to be in compliance with this Plan, a key reason why input and cooperation was requested of them. Support by the entire community is also being sought, to demonstrate the resolve of the voters to address challenges faced by Nantucket. In addition, private entities and individuals are among the “key stakeholders,” whose input, participation, cooperation and support is vital to successful implementation.

As noted by Luke:

“Implementing and sustaining action faces unique challenges and requires inter-organizational responses among many individuals, agencies, jurisdictions, and sectors. Research and experience from cross-functional teams and project implementation by public-private partnerships reveal five common barriers to implementation that need to be addressed:

- Turf barriers
- Communication and language barriers
- Lack of enabling structures and norms
- Leadership limited to one champion
- Excessive pressure for immediate results”<sup>112</sup>

Many reviewers of the draft plan asked for “specific” implementation measures and in fact, this Plan does not and never intended to be that specific. The Plan is specific where there has been extensive input and experience and less so where there the opposite is true. Less specific sections may be areas of the Plan that require further development and discussion among key stakeholders. However, as Luke states:

“Planning in too much detail can paralyze or reduce flexibility to emergent opportunities. Successful implementation requires enough stakeholder commitment and constituent

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<sup>116</sup> Jeffrey Luke, Catalytic Leadership, Strategies for an Interconnected World, Jossey-Bass, 1998

support to take the actions called for in multiple strategies. It also requires sufficient financial and human resources allocated over the long term, and sustained cooperative behavior among multiple agencies and individuals (Nutt and Backoff, 1995; O'Toole, 1995)."<sup>113</sup>

Nantucket is entering into a period of financial uncertainty as this Master Plan process comes to a close and the importance of flexibility and long-term commitment cannot be emphasized enough under these circumstances. A general matrix has been prepared that identifies who is responsible for implementation actions (see Figure 37). The Planning Board underscores the importance of working together, and in the interests of facilitating further discussions, incorporates as a guide the chart in Figure 38 as a reference and resource.

Agency	CHAPTER 1 Goals and Policies Statement	CHAPTER 2 Land Use	CHAPTER 3 Housing	CHAPTER 4 Economic Development	CHAPTER 5 Natural and Cultural Resources	CHAPTER 6 Open Space and Recreation	CHAPTER 7 Services and Facilities	CHAPTER 8 Circulation	CHAPTER 9 Implementation
Planning Board	Primary	Primary	Secondary	Secondary	Support		Support	Secondary	Primary
NP&EDC				Secondary			Primary	Primary	Primary
Board of Selectmen	Secondary	Support	Primary	Primary	Support	Support	Primary	Support	Primary
Water Commission		Support			Support		Primary		Primary
Airport Commission							Primary	Primary	Primary
Nantucket Regional Transit Authority							Primary	Primary	
Land Bank Commission		Support			Primary	Primary	Support		
Conservation Commission		Support			Primary	Support	Support		
Historic District Commission					Support		Support		
Parks and Recreation Commission					Secondary	Primary	Support		
School Committee					Secondary		Primary		
Marine Department					Primary	Primary	Support	Secondary	
Police Department							Primary	Support	
Fire Department							Primary	Support	
Building Department		Support					Support		
Department of Public Works		Support					Support	Secondary	
Information Technology GIS		Support			Support	Support	Support	Support	Support
Steamship Authority							Primary	Primary	
Housing Authority			Primary				Support		Primary

Figure 37. Implementation

Guide for Future Implementation: A Practical Reference for Group Interaction

	Giving information, opinions, and suggestions	Responding to others suggestions and opinions	Responding to commonalities	Responding to differences in perspective and values	Using questions	Managing the groups time
<b>WORK</b> Providing a catalyst for group members to address an issue	<ol style="list-style-type: none"> <li>1. Suggesting group norms</li> <li>2. Providing relevant data to educate and inform</li> <li>3. Identifying underlying interests</li> <li>4. Suggesting workable options by linking different ideas together</li> <li>5. Suggesting experiments</li> </ol>	<ol style="list-style-type: none"> <li>1. Crediting others' ideas</li> <li>2. Piggybacking on others' ideas</li> <li>3. Asking clarifying questions</li> <li>4. Exploring others' feelings and expressing own feelings</li> <li>5. Summarizing and reflecting back ideas</li> </ol>	<ol style="list-style-type: none"> <li>1. Testing for agreements interests and complimentary interests</li> <li>2. Clarifying both shared common ground</li> <li>3. Summarizing areas of agreement</li> <li>4. Building on areas of agreement to move forward for dealing with more difficult conflicts</li> </ol>	<ol style="list-style-type: none"> <li>1. Identifying and clarifying differences</li> <li>2. Clarifying underlying interests and misunderstandings.</li> <li>3. Clarifying semantic confusion and misunderstanding.</li> <li>4. Using differences as basis for inventing new approaches and strategies</li> </ol>	<ol style="list-style-type: none"> <li>1. Asking questions that invite others to speak - "gate keeping"</li> <li>2. Asking information - seeking questions of what or how</li> <li>3. Asking questions for reality testing</li> <li>4. Asking for summarizing comments from each group member</li> </ol>	<ol style="list-style-type: none"> <li>1. Using deadlines and other "temporal markers" as catalysts to move the group forward</li> <li>2. Segmenting the groups time and using milestones against which to measure progress</li> <li>3. At a "halfway" point, summarizing group agreements</li> </ol>
<b>FIGHT</b> Using energy against others or the group leaders	<ol style="list-style-type: none"> <li>1. Using emotion/laden words</li> <li>2. Repeating points</li> <li>3. Making speeches</li> <li>4. Accusing, blaming</li> <li>5. Name-calling</li> <li>6. Taking fixed positions</li> </ol>	<ol style="list-style-type: none"> <li>1. Criticizing</li> <li>2. Interrupting</li> <li>3. Hairsplitting</li> <li>4. Actively ignoring</li> <li>5. Categorizing</li> <li>6. Selectively using and interpreting what was said</li> <li>7. Personally attacking someone's suggestion or interpretation</li> </ol>	<ol style="list-style-type: none"> <li>1. Ignoring common ground and agreements as unimportant or irrelevant</li> <li>2. Discounting agreements to areas of disagreement</li> <li>3. Continuously returning to areas of disagreement</li> </ol>	<ol style="list-style-type: none"> <li>1. Focusing only on differences</li> <li>2. Enlarging number or size of differences</li> <li>3. Using differences as basis for stimulating conflict and rivalry</li> <li>4. Labeling and stereotyping others ideas</li> <li>5. Using outside experts to bolster ones position</li> <li>6. Using power plays and coercive tactics to force ones' perspective or values on the group</li> </ol>	<ol style="list-style-type: none"> <li>1. Using questions to pin down or trap</li> <li>2. Asking leading questions</li> <li>3. Making personal attacks or critical statements masked as questions</li> </ol>	<ol style="list-style-type: none"> <li>1. Arguing for tight deadlines that create stress</li> <li>2. Insisting on fixed timelines</li> <li>3. Fighting about whether deadlines are real or not</li> </ol>
<b>FLIGHT</b> Draining energy out and diverting attention	<ol style="list-style-type: none"> <li>1. Taking side trips, "chasing rabbits"</li> <li>2. Telling irrelevant stories</li> <li>3. Playing down differences to avoid conflicts</li> <li>4. Intellectualizing</li> </ol>	<ol style="list-style-type: none"> <li>1. Being unresponsive; giving no acknowledgment</li> <li>2. Opting out of discussions</li> <li>3. Suppressing own feelings and reactions</li> <li>4. Expressing futility, resignation, hopelessness</li> <li>5. Deferring to others or the group leaders</li> </ol>	<ol style="list-style-type: none"> <li>1. Agreeing with everything</li> <li>2. Agreeing prematurely to avoid conflict and other group-think behaviors</li> <li>3. Agreeing on easy, quick fixes</li> </ol>	<ol style="list-style-type: none"> <li>1. Smoothing over differences</li> <li>2. Avoiding discussion of differences hoping they will go away</li> <li>3. Using secrecy to avoid confrontation</li> <li>4. Complying with or submitting to the strongest position of others</li> </ol>	<ol style="list-style-type: none"> <li>1. Asking irrelevant questions</li> </ol>	<ol style="list-style-type: none"> <li>1. Ignoring deadlines</li> <li>2. Jumping to quick fixes or simple answers to avoid conflict</li> </ol>

Source: Luke, pages 206-208. Adapted from Sheppard, 1979

Figure 38. Reference Guide

**IMPLEMENTATION MEASURES ARE DIVIDED BY ELEMENTS 2 THROUGH 8 AS FOLLOWS:**

**LAND USE: CHAPTER 2**

Zoning District Implementation Schedule	
Districts To Be Phased Out	Year
LC	2009-2010
AHD, OIH, ALC	2012
R-1 Country Overlay District	2013
SR-2	2014
RC	2015
RC-2	2020
R-2 Country Overlay District	2020
R-1 Town Overlay District	2025
Districts To Be Mapped	Year
R-5, R-40	2009-2010
VN	2010
V-TEC	2011
V-R	2012
Districts To Be Reduced	Year
Town/Country Overlay Anomalies	2006-2020
LUG-2 Areas on Western Portion of Island	2009-2012
High Density Residential	2015
Districts To Be Expanded	Year
CDT, CI, CMI, CTEC, CN	2006-2020
LUG-3 Western Island, Coastal Areas, Open Space	2008-2011

**Figure 39. Zoning District Implementation Schedule**

GOAL 2.1: To preserve Nantucket’s character, based on a settlement pattern of a densely settled Nantucket “Town,” separated and distinguished by intervening areas of largely undeveloped rural land “Country”, containing neighborhoods of “villages,” including Cisco, Dionis, Madaket, Pocomo, Quidnet, Siasconset, Surfside, Tom Nevers, and Wauwinet.

**POLICY:**

- 2.1.1: To make the distinction between Town and Country. (CCP 1.1)
  - a. Implement zoning changes in accordance with schedule in Figure 39
  - b. Amend Zoning Bylaw to remove “one-size-fits all” standards such as height, set backs, and use allowances

- 2.1.2: To mitigate development in the Country Overlay District through land acquisition, conservation restrictions, regulatory methods, and incentives. (CCP 1.6)
- a. Amend *Rules and Regulations Governing the Subdivision of Land* to differentiate infrastructure standards
  - b. Develop a cluster and/or low impact development by-right allowance in the Zoning Bylaw
  - c. Develop Transfer of Development Right (TDR) Bylaw
- 2.1.3 To match existing development patterns, minimizing the creation of zoning nonconformities, to the greatest extent possible.
- a. Analyze character of existing development, including existing ground cover and building heights, as part of zoning map changes

GOAL 2.2: To define and develop standards for growth appropriate for the patterns set by the existing built environment.

POLICY:

- 2.2.1: To create area plans, through a participatory process, to facilitate zoning district changes that implement the concept of Town and Country, and to foster the creation of areas with neighborhood services. Such plans would identify neighborhood residential and service areas. (CCP 1.2)
- a. Schedule area plan creation for all areas of the island not currently completed
  - b. Define areas within TOD to find subareas for possible area plan development
- 2.2.2: To encourage the retention of small neighborhood centers consisting of mixed-use development. (CCP 1.4)
- a. Implement mapping of new CN, CTEC, VN, and VTEC districts
  - b. Develop specific standards for individual neighborhood centers based on local service needs
- 2.2.3: To protect established residential neighborhoods. (CCP 1.4)
- a. Remove commercial zoning from exclusively residential areas
  - b. Match the existing density with the zoning district through map changes
- 2.2.4: To reserve commercial-only and industrial-only zones, while guarding against commercial sprawl. (CCP 1.4)
- a. Implement mapping of CI
  - b. Implement restrictions on residential uses within CI, CN, CMI, and CDT by establishing residential use as an accessory use

GOAL 2.3: To better manage the design and location of new residential and commercial development, in a manner that island-wide:

- Investigate form-based zoning for CDT and CMI districts;
- Protects important natural and cultural resources;
- Is compatible with the island's historic character;
- Minimizes dependence upon the automobile;
- Create opportunities for affordable housing depending on location:
  - a. Encourages development in or near village centers (COD);
  - b. Promotes and preserves the vitality of downtown (TOD).

POLICY:

- 2.3.1: To preserve the character and integrity of traditional town centers, especially the Old Historic Districts of Nantucket and Siasconset. (CCP 1.3)
- a. Eliminate LC and RC districts downtown

- b. Decrease ground cover in ROH
- c. Revise standards for SOH
- d. Remove parking requirement by substituting a parking impact contribution system

**HOUSING: CHAPTER 3**

GOAL 3.1: To provide for the housing needs of residents, specifically targeting affordability for the year-round, working community.

POLICY:

3.1.1: To provide incentives, especially in the TOD, for the creation of restricted housing units. (CCP 2.3)

- a. Amend Zoning Bylaw to include density bonuses for CDT, CMI, CN, CTEC, R-5 and R-10
- b. Amend accessory apartment bylaw to remove disincentives, such as year-round residency requirements and design restrictions
- c. Develop a proposal for tax abatement for affordable rentals

3.1.2: To develop public/private partnerships to create new housing opportunities for those committed to year-round residency in locations dispersed throughout the community. (CCP 2.4)

- a. Seek Community Preservation Committee funding for an account to:
  - Purchase distressed or low cost market rate housing for resale with covenants
  - To “buy down” the cost of market rate units
  - To develop down payment assistance program

3.1.3: To develop strategies designed to encourage the retention of year round owner occupied housing units. (1990 Goals and Objectives E-2.1)

- a. Reducing zoning impediments to multi-family housing
- b. Assist in the development of the following properties:
  - NHA property at Surfside Road and South Shore Road

3.1.4: To meet the planned production goal of 20 dwelling units per year.

- a. Develop the following Town-owned properties:
  - 2 Fairgrounds Road
  - 58A Orange Street
  - Miller Lane
  - Cow Pond Lane
- b. Develop additional building lots through creative land assembly (i.e., paper roads)
- c. Create a housing bank trust fund from the revenue created by the disposition of “yard sale” parcels

GOAL 3.2: To provide housing for seasonal employees, in both the public and private sectors.

POLICY:

3.2.1: To provide seasonal employee housing, dispersed throughout the community. (CCP 2.6 and 2.7)

- a. Support private efforts to construct employee housing
- b. Revise inclusionary housing standards for MCD’s

GOAL 3.3: To meet the needs of senior citizens and those with special needs.

POLICY:

- 3.3.1: To support and promote any efforts of the Town of Nantucket or other entities to expand affordable housing opportunities for senior citizens. (CCP 2.8)
  - a. Combine the OIH, ALC, and AHD into the general Zoning Bylaw
- 3.3.2: To meet the need for housing and related care for special needs populations. (CCP 2.9)
  - a. Support private efforts to establish and operate facilities that serve this segment of the population

**ECONOMIC DEVELOPMENT: CHAPTER 4**

GOAL 4.1: To promote a healthy, balanced, year-round and seasonal economy that improves the quality of life for island residents, stressing support for local businesses and workers.

POLICY:

- 4.1.1: Build a stronger year-round economy and restore and support downtown as a year-round business and employment center. (CCP 3.3)
  - a. Determine a plan for the block bounded by Federal, Broad, South Water, and East Chestnut Streets
  - b. Implement 43D objectives for the redevelopment of the National Grid property located between Candle Street, Commercial Street, and New Whale Street
  - c. Explore a Business Improvement District (BID) for the downtown
  - d. Support recommendations developed by the Downtown Revitalization Committee
  - e. Develop retention strategies for core year round businesses such as drugstores and supermarkets
  - f. Develop a proposal for tax abatement for businesses that are open year-round
- 4.1.2: To encourage the expansion of existing year-round businesses and establishment of new year-round businesses in the mid-island area, in a manner that promotes a cohesive, pedestrian-friendly, mixed-use retail, service, and residential area. (CCP 3.4)
  - a. Amend the Zoning Bylaw to prevent residential uses from competing with commercial uses in the mid-island commercial area
  - b. Continue implementation of the commercial node concept
  - c. Remove the Mid-Island Planned Overlay District (MIPOD) and implement the CMI zoning district
  - d. Implement the streetscape elements of the Mid-Island Area Plan
- 4.1.3: To encourage and develop opportunities for low-impact, home-based businesses. (CCP 3.11)
  - a. Revise home occupation guidelines by zoning district
- 4.1.4: To provide improved public services, particularly in the downtown area. (*1990 Goals and Objectives* F-1.5)
  - a. Complete study of downtown parking garage as identified in the 1990 Goals and Objectives
  - b. Establish a consolidated location for NRTA buses, including a covered waiting area for the public
  - c. Identify needs and possible locations for additional public restrooms
- 4.1.5: 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 on island resources. (*1990 Goals and Objectives* F-5)
  - a. Reduce restrictions on home occupations in certain zoning districts

- b. Implement village commercial zoning districts in the COD
  - c. Implement neighborhood commercial districts in the TOD
- 4.1.6: To promote agricultural industries. (CCP 3.8; also see section 6.3.2 of this plan)
- a. Implement village commercial zoning districts in the COD
  - b. Expand zoning districts that allow Open Air Markets
- 4.1.7: To promote and support sustainable fisheries. (modified CCP 3.7)
- a. Continue the marine fisheries program through the Marine Department
- 4.1.8: To support the development of small businesses that provide the goods and services for increasing energy efficiency and utilizing alternative energy.
- a. Explore state and federal funding programs

## **NATURAL & CULTURAL RESOURCES: CHAPTER 5**

GOAL 5.1: To identify and preserve the natural, historic, and cultural resources of the community.  
POLICY:

### NATURAL RESOURCES

5.1.2: To investigate and recommend environmentally responsible technologies in order to protect and preserve Nantucket's beaches, dunes, and coastal banks. (CCP 4.4)

- a. Expand sewer service to environmentally sensitive areas
- b. Provide incentives for utilizing innovative septic system designs in environmentally sensitive areas where sewer service is not available

5.1.3: To protect the island's shorelines from encroachment by development. (CCP 4.5)

- a. Place shorefront properties in the COD in low density zoning districts
- b. Revise Zoning Bylaw to allow Cluster and MRD's by-right

5.1.4: To preserve and enhance the water quality of Nantucket's harbors in view of the substantial environmental, aesthetic, recreational, and economic benefits that such protection would afford. (CCP 4.7)

- a. Extend sewer service to areas within the Nantucket and Madaket harbor watershed
- b. Provide incentives for utilizing innovative septic system designs in environmentally sensitive areas where sewer service is not available
- c. Develop an educational program for homeowners and lawn care professionals regarding the effects of fertilizers and other lawn chemicals

5.1.5: To support responsible development of alternative energy systems including wind, tidal, wave, and solar.

- a. Amend existing regulations to promote the use of alternative energy
- b. Amend HDC guidelines to better accommodate alternative energy systems

### HISTORICAL RESOURCES

5.2.1: To better document Nantucket's historical resources. (CCP 4.10)

- a. Identify and map historical resources

5.2.2: To strengthen the protection of the island's historical resources. (CCP 4.11)

- a. Negotiate preservation restrictions with property owners to preserve historic architectural resources
- b. Explore tax relief or other incentives for property owners who place preservation restrictions on their property

5.2.3: To identify and protect important archaeological resources that might be threatened by development. (CCP 4.13)

- a. Map areas known to contain archeological resources

#### CULTURAL RESOURCES

5.3.1: To recognize, support, and expand the island's arts and cultural enterprises as significant contributors to the Nantucket economy. (CCP 3.9)

- a. Establish mentoring program for local artisans and farmers

5.3.2: To consider creating a Performing Arts Center. (CCP 6.31)

- a. Support private development of Performing Arts Centers and other community buildings

5.3.3: To enhance recognition of and support for the island's arts and cultural community as important to the island's economic and spiritual well-being. (CCP 7.10)

- a. Actively seek funding to support the visual and performing arts in the public school system
- b. Provide public space for cultural festivals and events

5.3.4: To preserve the tradition of public access to Nantucket's shoreline, while weighing such access against the need to protect sensitive shoreline and inland water resources, and the rights of property owners. (CCP 4.3)

- a. Continue the "One Big Beach" program

#### **OPEN SPACE & RECREATION: CHAPTER 6**

GOAL 6.1: To protect Nantucket's native ecosystems and biodiversity.

##### POLICY:

6.1.1: To aggressively acquire land and conservation restrictions to protect natural ecosystems. (CCP 4.1)

- a. Coordinate with private agencies to secure conservations restrictions
- b. Support the Nantucket Islands Land Bank
- c. Transition to strategic acquisition of open space

GOAL 6.2: To maintain the quality of Nantucket's water bodies.

##### POLICY:

6.2.1: To preserve and enhance the water quality of Nantucket's inland ponds. (CCP 4.8)

- a. Continue pond opening program
- b. Target open space acquisitions and conservation restrictions on land surrounding inland ponds
- c. Research new technology for innovative septic systems for areas in environmentally sensitive areas

GOAL: 6.3: 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.

##### POLICY:

6.3.1: To establish connecting open-space corridors extending from the greenbelt into the TOD, and to preserve and establish private and public greenspace throughout the district. (CCP 1.5)

- a. Revise Zoning Bylaw to allow Cluster and MRD subdivisions by-right

6.3.2: To support agriculture as an important economic activity and as a critical component of the traditional landscape. (CCP 3.8)

- d. Establish venues for local farmers markets

Goal 6.4: To provide park and recreational facilities that meet the diverse needs of residents and visitors of all ages.

POLICY:

6.4.1: To expand recreational facilities to meet the increasing needs of residents, seasonal employees, and visitors. (CCP 6.24)

- a. Expand recreational facilities at Town owned properties such as Tom Nevers, Bathing Beach Road, and the schools

## **SERVICES & FACILITIES: CHAPTER 7**

GOAL 7.1: To provide facilities for a municipal government that meets future needs.

POLICY:

7.1.1: To retain and expand governmental offices downtown. (CCP 6.28)

- a. Evaluate the East Chestnut Street, Federal Street, Broad Street, Easy Street block for possible consolidation of governmental offices
- b. Evaluate the feasibility of the Mooney Building for on-going municipal use

GOAL 7.2: To provide educational facilities.

POLICY:

7.2.1: To provide high-quality educational facilities adequate to meet present and future growth needs. (CCP 6.26)

- a. Coordinate a Facilities Master Plan with the School Committee

7.2.2: To improve school facilities to meet a variety of community needs. (CCP 6.27)

- a. Expansion of educational facilities should include additional amenities to serve the educational and recreational needs of the public

GOAL 7.3: To provide police and fire facilities and services.

POLICY:

7.3.1: To provide adequate public-safety facilities for a rapid response to emergencies throughout the island. (CCP 6.16)

- a. Locate future public safety facilities in a centralized location
- b. Continue to enhance the Town GIS system

7.3.2: To provide a safe, secure environment for all residents and visitors. (CCP 7.1)

- a. Establish a centralized public safety facility

GOAL 7.4: To maintain and protect the quality and quantity of the island's groundwater resources, ensuring a healthy drinking water supply.

POLICY:

7.4.1: To provide a public water-supply system that safeguards adequate fire protection. (CCP 6.11)

- a. Upgrade existing water piping that does not meet minimum standards for pressure
- b. Extend water service to areas that are not currently served
- c. “Loop” water piping where possible to increase water pressure
- d. Install additional water towers as necessary to meet capacity and storage demands

7.4.2: To upgrade the existing public water-supply transmission, distribution, and storage systems. (CCP 6.13)

- e. See 7.4.1 a, b, c, and d above

GOAL 7.5: To process the island’s solid waste in a manner that maximizes the recovery and recycling of materials, and minimizes permanent land-filling.

POLICY:

7.5.1: To increase the effectiveness of the island’s innovative solid-waste recovery facilities. (CCP 6.9)

- a. Develop a public education program regarding solid waste and recycling
- b. Enforce Town Bylaw regarding take-out food packaging

GOAL 7.6: To provide for sewage disposal that protects the island’s sole source aquifer, incorporating expansion capabilities to meet projected growth.

POLICY:

7.6.1: To extend sanitary sewer systems to the Town Overlay District. (CCP 6.6)

- a. Include all lots in the TOD in the sewer district

7.6.2: To extend the sanitary sewer system to areas of the island where it is deemed to be the most prudent and cost-effective way to protect the island’s water resources. (CCP 6.8)

- a. Provide incentives for property owners in the Wellhead Protection Zone to connect to the sewer system
- b. Include lots in the Wellhead Protection Zone and other environmentally sensitive areas in the sewer district

GOAL 7.7: To provide energy and utility services to the community in a manner that is affordable, efficient, and environmentally safe.

POLICY:

7.7.1: To continue the program of placing utility lines underground. (CCP 6.17)

- a. Require placement of utility lines underground for all new residential and commercial development

GOAL 7.8: To provide for the physical, social, health-care, and economic needs of the community, by providing those public and private human services which improve for all ages.

POLICY:

7.8.1: To consider central facilities for human/social service agencies to enhance the effectiveness of health-care services. (CCP 6.30)

- a. Seek funding to establish a facility at 7 Miacomet Road or another suitable location

7.8.2: To provide adequate sustenance for all residents. (CCP 7.2)

- a. Encourage local food production

7.8.3: To establish and expand programs that promote the physical and mental health of the community. (CCP 7.6)

## **CIRCULATION (TRANSPORTATION): CHAPTER 8**

GOAL 8.1: To minimize the number of cars coming to the Island and their use once they are here.

### POLICY:

8.1.1: Shorten distances between trip origins and destinations by promoting a Town and Country settlement pattern.

- a. Amend the *Rules and Regulations Governing the Subdivision of Land* to encourage the interconnection of existing and proposed streets in keeping a pattern of blocks and interconnected streets within the Town Overlay District and village centers in the Country Overlay District
- b. Adopt and implement a policy concerning the improvement and maintenance of roads consistent with the Town and Country concept
- c. Amend the Zoning Bylaw to allow further residential and mixed-use development of lots in existing town neighborhoods and in neighborhood centers, creating efficient land-use patterns that result in overall reductions in future traffic generation
- d. Accept streets or easements as public ways when they are shown to be constructed to Town specifications or provide an opportunity for bicycle, pedestrian, or other transportation connections
- e. Develop regulations to preserve the scenic integrity of the Island's four designated scenic roads: Madaket Road, Polpis Road, Milestone Road, and Wauwinet Road

8.1.2: Offer an array and interconnection of alternative transportation modes to the traveling public.

- a. Implement the objectives and recommendations listed in the Public Transportation and the Bicycle and Pedestrian sections of the Regional Transportation Plan
- b. Coordinate the Town's efforts to construct bike paths with those of private developers who contribute to the construction of on-site and off-site bike paths as a condition for approval
- c. Eliminate any access obstruction for the disabled on existing sidewalks
- d. Develop alternative solutions to identified "problem intersections" along Milestone Road, Old South Road, Surfside Road, and Pleasant Street for pedestrians and bicyclists
- e. Secure design and construction funding to install accessible routes and sidewalks from the SSA and Hy-Line ferry terminals to the following areas:
  - All downtown public areas
  - Bike paths adjacent to the downtown area
  - The Nantucket Cottage Hospital
  - The Mid-Island area
- f. Coordinate with DPW, Visitor Services, NRTA, and other agencies to identify location and quantity of bike racks that may be necessary in the core area, at the beaches, and at the airport to encourage and facilitate bicycle use
- g. Seek supplemental funding from acceptable sources to increase frequency of shuttle service to add ridership capacity and induce greater participation in the shuttle program
- h. Seek supplemental funding from acceptable sources to expand the hours of operation for the NRTA's "beach buses" so that they also serve as general bus routes

- i. Seek funding to design and construct taxi stand improvements along New Whale Street and Straight Wharf, as identified in the *Downtown Traffic Study*<sup>117</sup>
- 8.1.3: Provide the public with information for using the island's alternative transportation modes.
- a. Maintain and improve web pages that provide information on Nantucket's bicycle, pedestrian, and public transportation systems
  - b. Publicize traffic laws that apply to bicyclists
  - c. Assist as necessary with the development of additional information systems to inform travelers on ferries, airplanes, taxis, the shuttle, and at the Visitor Center and Chamber of Commerce of details concerning bike routes, shuttle routes, and any changes to those systems
  - d. Continue to encourage downtown restaurants to persuade potential patrons, at the time reservations are made, to use taxis or the NRTA shuttle system
  - e. Encourage employers to purchase shuttle passes for their employees
  - f. Promote the use of NRTA Park and Ride lots (existing commercial parking lots) for downtown access as an alternative for island residents and visitors who reside beyond walking distance to existing shuttle routes-and as an alternative to use of the Washington Street parking lot, which is over-utilized
- 8.1.5: Create options and alternatives for parking in the downtown area.
- a. 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
  - b. Revise the Town's design standards for parking facilities and require site review prior to construction
  - c. Continue to evaluate alternative parking permit systems for the downtown area
  - d. Identify and evaluate peripheral parking areas to provide additional parking options for the NRTA and downtown area
  - e. Encourage the lodging establishments to provide or expand the use of vans whenever a parking waiver is granted by the Planning Board
- 8.1.6: Utilize the telecommunication infrastructure as a means to reduce the number of trips.
- a. Develop a program through the Town's Human Resources Department that would allow certain Town employees to work from home
- 8.1.7: Ultimately, find an equitable and legal way to limit cars coming on-island.
- a. Continue to analyze the need to implement a vehicle sticker program, as recommended by the Auto Limitation Work Group in 2006, which would require issuance of a unique and non-limiting sticker for each vehicle on Nantucket

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<sup>117</sup> Also known as the *Downtown Circulation and Ferry Access Improvement Study*, Milone and MacBroom, 2008.

GOAL 8.2: 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 sensitive to the character of the various areas of the Island.

- 8.2.1: Reduce traffic congestion and improve safety in the vicinity of Nantucket's schools.
- a. Create a complete system of sidewalk and bike path connections around the schools (1/2 to 1 mile radius) to facilitate safe travel by foot, and reduce the number of student drop-offs by automobile
  - b. Study the feasibility of implementing additional traffic-calming measures along the schools' frontages on Surfside Road and Sparks Avenue in order to reduce the speed of traffic and increase safety for pedestrians
  - c. Encourage the School Committee to reduce auto-dependency and congestion at the schools by means of the following measures:
    - Review school-bus policies for ways to increase ridership
    - Engage in a process to develop and implement a "Safe Routes to Schools" program on Nantucket to heighten the safety of walking and bicycling to school, and thus reduce auto-dependency and congestion
    - Promote use of carpooling by parents driving students to school and by students driving themselves to school, and establish a ride-matching service for parents and students
    - Promote use of the school-bus system as an alternative to use of the automobile
- 8.2.2: Consider environmental and historical impacts of any transportation system improvement.
- a. Evaluate the measured and quantified environmental and historical impacts of proposed projects in association with the economic benefit during the criteria scoring and prioritizing of the proposed project schedule for the annual Transportation Improvement Program, if applicable
  - b. Develop project scopes that protect and enhance environmental and historical resources, and preserve critical habitats and biodiversity
  - c. Require a street configuration for subdivisions in or near villages which is consistent with historic village patterns; continue to encourage a pattern of connected streets
  - d. Include protocols for removal or control of invasive species identified within a project area as part of a project's design process
  - e. Prevent the introduction of invasive species identified by the Natural Heritage & Endangered Species Program or the Nantucket Conservation Commission as part of any transportation improvement project
  - f. Coordinate, as required, with the appropriate agencies concerning projects within wetland resource areas and priority habitats for endangered species
- 8.2.3: Rely upon road design and traffic control approaches that maximize public safety.
- a. Consider the degree of a project's safety improvement as a key factor in evaluating and prioritizing projects for the Transportation Improvement Program
  - b. Institute a variety of traffic-calming measures to slow the speed of traffic and creating more pedestrian-friendly streets. Particularly in the mid-island area, those measures might include:
    - Convert two-way streets to single-lane, one-way streets;
    - Add on-street parking;
    - Create "bulb-outs" at major pedestrian crossings to shorten crossing distances;
    - Reduce street pavement width to add sidewalk and bike path capacity;
    - Create "islands" in collector roads to force slowing of traffic at major pedestrian crossings

8.2.4: Accommodate the need for bulk delivery of commodities to the Island in a manner that is efficient, cost-effective, and in keeping with the character of the community.

- a. Seek funding for roadway improvements along the established truck routes and collector roadways that enhance the safety and reduce traffic congestion
- b. Encourage distribution of truck-route maps for downtown Nantucket to all truck drivers when they board in Hyannis
- c. Provide a permanent harbor front facility to off-load bulk freight, such as stone and gravel, fuels, shell- and fin-fish, and the like
- d. Investigate the pros and cons of implementing time-of-day regulations for downtown deliveries

8.2.5: To provide for safe and convenient access to the island through its other port of entry, Nantucket Memorial Airport, while considering the island's environmental and historical limitations

- a. Enter into discussion with the Airport Commission concerning the hours of operation for the airport, including its closing during night hours, as other airports have done
- b. Strive for the expansion of alternative transportation modes servicing the airport, to reduce auto-dependency
- c. Enter into discussion with the Airport Commission concerning the existing noise contours

8.2.6: To provide an efficient and convenient water-transportation system that connects mainland ports with Nantucket Harbor.

- a. Advocate for convenient and unimpaired access by water to and from the mainland, including affordable fares, to be provided to Nantucket residents at all times of year

8.2.7: To encourage the coordination of land side services on Nantucket at time of ferry arrivals.

- a. Study the ways and means of encouraging smooth transitions between the ferries and Nantucket destinations, while reducing the secondary impacts of ferry service on the downtown area
- b. Urge all ferry services to provide destination facilities with the number of walk-on passengers, so that an appropriate number of shuttles, taxis, and bicycles are available on arrival
- c. Encourage scheduling of arrivals and departures of ferries that do not conflict with peak traffic periods in the vicinity of the ferry terminals

8.2.8: To encourage the provision of freight service to the island that is dependable, affordable, and meets the economic needs of the island, while considering the land-side effects of scheduling, vehicle size, and trip frequency.

- a. Encourage the Steamship Authority to study the feasibility of allowing freight deliveries arriving in Nantucket out of the port of Hyannis or other ports to be made so as not to coincide with peak traffic periods
- b. Encourage the Steamship Authority to participate in a feasibility study of the establishment of a facility to "break bulk" on Nantucket, allowing the transfer of freight from larger to smaller trucks

8.2.9: To coordinate Steamship Authority and private passenger carrier arrivals and departures with land side transportation.

- a. Renew talks with the Steamship Authority toward the creation of a mutual strategy to improve congestion at the Steamship Authority and lower Broad Street
- b. Study all ferry wharves and adjoining streets to see how they can more efficiently handle visitor arrivals and departures, coordinated with land side services

8.2.10: To improve traffic congestion and safety in the vicinity of ferry terminals.

- a. Study alternatives to improve vehicle flow along roadways servicing ferry terminals.
- b. Study alternatives to improve access to ferry terminals for shuttles, taxis, bicycles, and pedestrians

“The most important tool in shaping Nantucket’s future is the development of a plan for the growth of the Island. Nantucket is a very attractive place to live. If it is to continue to be attractive, we must develop a plan to preserve the qualities that are important to all of us. The development plan must identify the areas of sensitive, environmental, aesthetic, and historic importance, and it must also designate methods for protecting these interests. At the same time, the plan must provide for a healthy economy and livelihood for our citizens without destroying the land we love.”

“That plan for development must be viable and politically acceptable and must meet the needs of our citizens. It must not be a multi-volume report written by off-islanders that sits on the shelf and never sees the light of day. This development plan must be written by the citizens themselves. While experts can help with the technical aspects of such a proposal, no expert can make the decisions which our form of government has left in the hands of the people. A plan that is imposed from an Olympian height – whether that height be known as Beacon Hill, Capital Hill, or the Ivory Tower of Academia – will never work so well or be as readily accepted as one that is developed by Islanders themselves. Such a plan must be developed before events make our decisions for us, and before circumstances go beyond our control, forever changing the nature of our Island.”

– Growth Policy Study for the Town of Nantucket, prepared by Nantucket Land Council Defense Fund, Inc., June 1980, page 31

## APPENDIX

- A: Interactive Public Process-Warrant Articles 2006-2008
- B: Survey & Ballot Questions/Results
- C: CCP “Combing” Results
- D: Public Comment Record
- E: Maps 5-23: 18 Planning Areas
- F: Housing Production Plan (HPP) (update in progress)
- G: Nantucket Housing Needs Update, by John Ryan
- H: Affordable Housing Units Built After 2002, by Kelly Reinsmith
- I: Nantucket Historical Association Properties List (*p. 51, Open Space and Recreation Plan*)
- J: Nantucket Open Space and Recreation Plan (OSRP), updated August 2008
- K: Pavement Management Program 2005, 2005 Final report by MATEC Engineering and Consultant
- L: Regional Transportation Plan (RTP)
- M: Priority Public Road Additions
- N: Fiscal Year 2010 – 2019 Capital Plan
- O: March 30, 2009 NP&EDC Review for Completeness

## ACKNOWLEDGEMENTS

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Nathan Porter

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Wannacomet Water Company

NEIGHBORHOOD GROUPS WITH COMPLETED  
AREA PLANS:

Madaket Conservation Association  
Siasconset Association  
Surfside Association (in progress)  
Tom Nevers Association

ORGANIZATIONS:

Denby Real Estate  
Inquirer & Mirror  
Nantucket Independent  
Nantucket Restaurant Association  
Sustainable Nantucket  
Nantucket Civic League  
Nantucket Land Council

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COMMENT PERIOD:

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Jamie Ranney  
Vanessa Emory  
John Tiffany  
Michelle Whelan/Sustainable Nantucket  
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