Gloucester Municipal Harbor Plan Update

Economic Strategy Wrap-Up

February 2, 2022
Economic Strategy Framework

Agenda

I. Economic Development Goal Setting (30 min) - Taskina
   - Dec 1st Meeting Recap (10 min)
   - Process / Framework Review (5 min)
   - Q&A / Discussion (15 min)

II. Regulatory Plan Opportunities (30 min) - Matthew/Jamie
   - Local Zoning (5 min)
   - DPA Allowed Uses (10 min)
   - Q&A / Discussion (15 min)

III. Sub-Area Study and Considerations (30 min) - Zoe/Jason
   - Harbor Cove Active DPA, Small Lot Industrial (10 min)
   - Urban Renewal Era DPA, Large Lot Industrial/Port (10 min)
   - Former DPA, Marine Industrial (10 min)

IV. Next Steps/Meeting Minutes (5 min) - Taskina
Dec 1st Meeting Recap - Summary Takeaways

**CAPTURING MORE VALUE**

How can Gloucester’s fishing industry extract more profit from its catch by capturing more from the value chain or using “whole fish” approaches?

*initial ideas: 100% Fish Strategy, Seafood Coop*

**BUILDING CAPACITY**

What kind of organization makes sense?

How does Gloucester build more capacity in a sustainable way?

What has gotten in the way in the past?

*initial ideas: Non-Profit Development Corporation, “Port Authority”*

**General support for exploring approaches, however:**

- Central goal to sustain and position local fishing businesses
- Expand fishing and seafood processing opportunities
- Identify niche markets
- Understand harvesting capacity
- Why hasn’t 100% fish model taken off in Gloucester?

**Understand the need for a central entity to oversee development of working waterfront, however:**

- Use MHP to address sustaining fishing industry first
- What could a private-public organizational capacity look like?
- Concerns for added layer of bureaucracy
- Grants and federal money required
Dec 1st Meeting Recap - Summary Takeaways

**BLUE TECH/MARINE RESEARCH**

How does Gloucester ensure that the Harbor can accommodate growth of what is there now without pushing out the fishing related uses?

How does Gloucester continue to support innovation in this sector?

*initial ideas:* Recruit Institutional Research Partner, Ocean Innovation & Development Center, Deployment Center for Marine Construction & Monitoring, New Fishing Tech "Test-Bed"

**TOURISM**

What more can be done to create synergies with the downtown and the coastline?

*initial ideas:* Working Waterfront Visitor Program Partnerships, Targeted Wayfinding & Pedestrian Infrastructure Improvements, Shoulder Season Programming

**HPC Response**

**General support for, but with concern for capacity and need:**

- Consider off-harbor blue tech opportunities
- Prioritize water-dependent uses
- Study what industries make sense
- Integrate with and support active living resources (fishing, shellfishing, etc)
- Partner with institutions

**General support to strengthen industry, explore how to:**

- Get people to Gloucester, connect people to harbor
- Celebrate fishing heritage, make education piece, package experience
- Link with charter fishery
- Opportunity for I4C2
## Your Asks

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Schedule

Provide Baseline, Assessment, and Economic Strategy
1.1 Economic Baseline Inventory
1.2 Coastal Resilience Strategy
1.3 Evaluate shore side infrastructure, dockage demand and options
1.4 Define goals, objectives and strategies
1.5 Identify and prioritize projects and programs

Evaluate the State Regulatory Environment
2.1 Examine maritime industrial market
2.2 Assess supporting use interpretations
2.3 Review existing and recommend new Chapter 91 substitutions/amplifications

Update the MHP & DPA Master Plan
3.1 Analyze existing MHP/DPA MP accomplishments
3.2 Identify inconsistencies with current regulations
3.3 Update goals, objectives, strategies and land use regulatory changes
3.4 Conduct public engagement
3.5 Produce plan and ensure compliance with MHP regulations
3.6 Implementation Action Plan
3.7 DEP Waterways to amend the Chapter 91 regulations/adopt the new changes to the Gloucester MHP

Draft Plan Outline
Plan Draft 1
Revised Plan Draft 2

Launch Engagement Platforms
1. Kickoff Visioning Workshop
2. Economic Strategy & Public Benefits Workshop
3. Draft Plan Framework Validation
4. Final Plan Validation
5. Plan Approval Report-Back (Final Public Hearing)
DEP wants to know: What are your goals and objectives for the harbor planning area? What are your preferences? How will you implement these ideas? What are the policies to guide development activity in various subareas?

GOALS:

• Strengthen and support traditional Gloucester industries

• Align the MHP and DPA plan with the City’s goals of diversifying and investing its maritime economy;

• Incorporate long term planning to adapt to risks associated with rising sea levels and climate change; and

• Renew the 2014 Gloucester MHP and the provisions of the DPA Master Plan for an additional ten years.
DEP wants to know: What are your goals and objectives for the harbor planning area? What are your preferences? How will you implement these ideas? What are the policies to guide development activity in various subareas?

GOALS:

- Strengthen and support traditional Gloucester industries
- Align the MHP and DPA plan with the City’s goals of diversifying and investing its maritime economy;
- Incorporate long term planning to adapt to risks associated with rising sea levels and climate change; and
- Renew the 2014 Gloucester MHP and the provisions of the DPA Master Plan for an additional ten years.

- Use the MHP process to the extent we can to reaffirm and prioritize independent commercial fishing
  - DPA plan and Zoning Amendments - create language that prioritizes fish and shellfish industry over other potential uses
  - Streamline process to do something by right within DPA
    - How does the 50% supporting use allowance become useful for actual development?
    - What type of supporting uses make sense from an economic perspective?
    - Infrastructure investment and resiliency

- Explore what broader economic initiatives can do
  - Set goals for harbor economy 10yrs
  - Public-private entity to lead development of working waterfront
  - Grants, funding, partnerships
Key Issues to consider

Preservation + Economic Change:
How can Gloucester navigate economic change in a way that balances preservation of the traditional fishing industry with emerging opportunities like the blue economy and marine life sciences cluster?

Physical Development Strategy:
How can the MHP help Gloucester create a physical development strategy that aligns expectations with the limited capacity of predominantly shallow-depth waterfront parcels?

Embedding Resiliency in All Strategies:
How do infrastructure investment and economic development strategies need to evolve to incorporate climate change, sea level rise and flood risk?

Harbor-Upland Relationship:
What relationship do we want to build between the harbor and upland residential districts and downtown?
Framework

LAYER 4:
Implementation Tools

LAYER 3:
Sub-Area Character & Potential
- 3-5 Representative Parcels per Sub-Area
- Infrastructure Condition Overview
- Overall Assessment of Physical Character
- Prediction of Resiliency Strategy Mix
- Site-Specific Opportunities:
  - Inland (non-DPA + non-Ch91)
  - Upland (DPA + non-Ch91)
  - Coastal (DPA + Ch91)
  - Near Shore
  - Offshore / Deep Ocean

LAYER 2:
Economic Development Goal Setting

LAYER 1:
Foundational Trends & Influences

Regulatory Plan
Local Zoning
DPA
Chapter 91
Economic Development Programs
Fundraising, Financing, Grantmaking
Marketing, Recruiting, Networking
Capacity Building

Observations & Questions

Resiliency & Flood Risk
- Harbor Barrier
- Raising Bulkheads
- Floating Infrastructure
- Operational Adaptation

Infrastructure Type & Condition
- Utilities (Electric, Gas, Water, Sewer)
- Roadways
- Navigable Channels
- Shoreline (Bulkhead/Pier/Natural)
- Landslide Structures + Tech

Sector-Specific Economic Trends
- Living Resources
- Offshore Minerals
- Marine Construction
- Transportation
- Ship & Boat Building
- Tourism & Recreation
Economic Development Goal Setting
Q&A/Discussion
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<th>Land-use/Local Regulation</th>
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Regulatory Plan Opportunities

Understanding how the regulatory plan can support the broader economic strategy.
What are the current regulations doing for us?
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How can the regulatory plan support the broader economic strategy?

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<th>DPA / Ch 91</th>
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<td>Are there dimensional and/or use adjustments needed within zoning to customize it to different sub-areas unique needs?</td>
<td>Do we want to add anything around education and training as a specific use?</td>
<td>Difficulty and uncertainty and long duration of any permitting/licensing process</td>
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<td>• Can we advocate for changes to the process</td>
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Zoning : Marine Industrial District

USE REGULATIONS

As-of-Right Uses

- Marine related service, storage or repair, sales or rental, limited primarily to commercial fishing vessels
- Manufacturing, processing or research
- Bulk storage, warehousing
- Contractor Yard
- Fuel or ice establishment, other than gas stations
- Feed or building materials establishment
- Facilities for water transportation loading and unloading
- Retail, consumer service or other non-industrial business use
- Office
- Schools (including Trade School or Industrial Training Center)
- Municipal
- Public Utility

Special Permit uses within 200’ of the water's edge cannot adversely impact water dependent uses or otherwise adversely affect the primary character of the area as a working waterfront.

- Restaurant
- Non-profit Club/Lodge
- Philanthropic Institution
- Protein recovery plant

No Residential.

Note: this list is not exhaustive, it is intended to give a picture of the intent and focus of the district and what desirable complementary uses might not be allowed current.
Zoning: Marine Industrial District

**DIMENSIONAL REGULATIONS**

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<tr>
<td>Min. Front Yard</td>
<td>10'</td>
<td>0’</td>
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<tr>
<td>Min. Side Yard</td>
<td>Increase by 0.5’ for every 1’ in excess of a 30’ building height</td>
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<tr>
<td>Min. Rear Yard</td>
<td>n/a</td>
<td>10’</td>
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<tr>
<td>Distance from Principal</td>
<td>n/a</td>
<td>10’</td>
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<td>Max. Height</td>
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No principal building shall be closer to another principal building on the same site than the sum of their respective heights; Special Permit override is possible if it is not detrimental because of view obstruction, overshadowing, service access or visual crowding.

For Accessory uses, at least 65% of required front yard area shall consist of vegetative cover, to be established and maintained by the applicant or its successor in interest.
Economic Strategy Framework

Framework

LAYER 4:
Implementation Tools

Local Zoning
DPA
Chapter 91

Economic Development Programs

Fundraising, Financing, Grantmaking
Marketing, Recruiting, Networking
Capacity Building

LAYER 3:
Sub-Area Character & Potential

Layer 3 Details:
- 3-5 Representative Parcels per Sub-Area
- Infrastructure Condition Overview
- Overall Assessment of Physical Character
- Prediction of Resiliency Strategy Mix
- Site-Specific Opportunities:
  - Inland (non-DPA + non-Ch91)
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LAYER 2:
Economic Development Goal Setting

LAYER 1:
Foundational Trends & Influences

Observations & Questions

RESILIENCY & FLOOD RISK
- Harbor Barrier
- Raising Bulkheads
- Floating Infrastructure
- Operational Adaptation

INFRASTRUCTURE TYPE & CONDITION
- Utilities (Electric, Gas, Water, Sewer)
- Roadways
- Navigable Channels
- Shoreline (Bulkhead/Pier/Natural)
- Landside Structures + Tech

SECTOR-SPECIFIC ECONOMIC TRENDS
- Living Resources
- Offshore Minerals
- Marine Construction
- Transportation
- Ship & Boat Building
- Tourism & Recreation
Uses Allowed in DPA

**Water Dependent Industrial (WDI)**

Industrial in nature and water dependent.

*Examples:
  - Boat Repair*

**Supporting DPA Uses**

Commercial or industrial uses
Provide direct economic or operational support to WDI use.
Can exist without WDI use, no more than 25% of jurisdictional area.
Certain uses prohibited by regulation (hotel/motel, certain recreational boating, office buildings, etc.)

*Examples:
  - Shaws supporting Marine Contractor Yard*

**Accessory to WDI**

Uses associated with WDI uses
Cannot exist on their own

*Examples:
  - Accessways
  - Parking
  - Administrative offices
  - Employee cafeteria*

**Temporary Uses**

Allowed for max. 10 years.
Intended to fill vacant spaces/facilities and to help maintain infrastructure.

*Examples:
  - Parking
  - Warehousing
  - Trucking
  - Food Trucks*
Supporting Uses

2014 Change to Supporting Use Calculation:

- State Fish Pier, USCG, Cruiseport, DPA roadways, and pile supported piers remain 100% WDI uses

- The other DPA parcels within Chapter 91 jurisdiction each must have a minimum of 50% WDI uses, but each may have up to a maximum of 50% supporting uses

- No complex formula required

- Any transition from WDI uses to supporting uses by a large DPA property owner does not affect most other DPA property owners

- City zoning becomes the operative land use mechanism for DPA properties outside Chapter 91 jurisdiction

*This hasn’t yielded any new projects - what else can we do to make this an easy path to economic stability for fishing/shellfishing operations?*
Supporting Uses - Case Study

Mystic Pier One, Charlestown
- Ground Floor Building Use: WDI – Automobile processing as part of the Autoport facility
- Upper Floor Mezzanine: 60,000 SF
- Designated Parking Area for Supporting DPA use: 18,000 SF/60 vehicles
Supporting Uses - Case Study

Shaw’s, 246 Border St, East Boston, East Boston
- 57,000 sf Shaw’s Supermarket in Central Square, East Boston
- Located in a DPA
- Economic support for marine contractor yard to the rear
Supporting Uses - Case Study

Mac Bell Property Example - 44 Commercial St
- Why is it so hard to do supporting uses here in Gloucester?
- Does the size and shape of the parcels matter?
- Are these issues unique to Gloucester when compared with parcel types in other DPAs?
Regulatory Plan Opportunities
Q&A/Discussion
How can the regulatory plan support the broader economic strategy?

Local Zoning & City Site Development

Berths and docking space - are there ways for the City to acquire more property or control who uses dock space?

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DPA / Ch 91

Regulatory process for people who can do as of right by DPA.

What are the current regulations doing for us?
- Supporting use allowance - What type of supporting uses make sense from an economic perspective?
- Do we want to add anything around education and training as a specific use?

Permitting / Licensing Process

More docking and berthing space for local fisherman
- In the DPA, we can't differentiate between different types of commercial vessels

Difficulty and uncertainty and long duration of any permitting/licensing process
- Can we advocate for changes to the process
Sub-Area Constraints & Opportunities

Understanding how the broader economic strategy could manifest in each Sub-Area.
Framework

**Layer 1:** Foundational Trends & Influences

**Layer 2:** Economic Development Goal Setting

**Layer 3:** Sub-Area Character & Potential
- 3-5 Representative Parcels per Sub-Area
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**Layer 4:** Implementation Tools

**Resilience & Flood Risk**
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- Floating Infrastructure
- Operational Adaptation

**Infrastructure Type & Condition**
- Utilities (Electric, Gas, Water, Sewer)
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**Sector-Specific Economic Trends**
- Living Resources
- Offshore Minerals
- Marine Construction
- Transportation
- Ship & Boat Building
- Tourism & Recreation

**Economic Strategy Framework**

City of Gloucester

Tetra Tech

Fort Point Associates, Inc.

Ninigret Partners

Woods Hole Group

Brown Richardson + Rowe

harborplan.gloucester-ma.gov
Sub-Areas

1. Downtown Commercial, Cultural & Tourism District
2. Harbor Cove Active DPA Small-Lot Marine Industrial
3. Urban Renewal Era DPA Large-Lot Industrial Port
4. Former DPA Marine Industrial
5. Adjacent Residential, Recreational & Commercial Areas
# Infrastructure Condition Assessment

## Priority Parcels Assessed

*First Floor Elevations vs. Adjacent Water Depth*

<table>
<thead>
<tr>
<th>No.</th>
<th>Building / Parcel</th>
<th>First floor Elev. (ft, MLLW)</th>
<th>First floor Elev. (ft, NAVD88)</th>
<th>Water depth at MSL (ft, NAVD88)*</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>Harbormaster</td>
<td>15</td>
<td>10.5</td>
<td>19</td>
</tr>
<tr>
<td>2</td>
<td>Americold @ 69 Roger St.</td>
<td>15.1</td>
<td>11.6</td>
<td>21 **</td>
</tr>
<tr>
<td>3</td>
<td>Americold @ 159 E Main St.</td>
<td>19.4</td>
<td>15.4</td>
<td>10</td>
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<td>4</td>
<td>GM Railways</td>
<td>15.4</td>
<td>11.4</td>
<td>14</td>
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<tr>
<td>5</td>
<td>80 Commercial St.</td>
<td>?</td>
<td>?</td>
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<td>44 Commercial St.</td>
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<td>27-33 Harbor Loop</td>
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* From NOAA Chart  ** Adjacent navigation charted

![Map of Gloucester Harbor showing priority parcels assessed](image-url)
Takeaway:
For the parcels that have uncertain futures and have the potential to contribute positively to the marine economy, it will take a lot of investment to make them viable given their levels of flood risk.
Infrastructure Condition Assessment

Takeaway:
This is an example of the damage a flood can do - this is why it will take a lot of investment to make them viable given their levels of flood risk.

This shows the coastal surge of January 4, 2018 as observed at the harbormaster building.

2021-10-14 @ 10:42am, Flood @ 10.7 ft

Storm Photo Credit:
Harbormaster at 1pm on 2018-01-04, when water level was at 10.7 feet.
All measurements given in NAVD88
# Infrastructure Investment

**Gloucester MHP - DRAFT**

<table>
<thead>
<tr>
<th>Use</th>
<th>Targeted Investment</th>
<th>Fund</th>
<th>Available Funds</th>
<th>Notes</th>
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<td><strong>Environmental</strong></td>
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<td>Climate Vulnerabilities</td>
<td>Water edge, roads, utilities, municipal facilities</td>
<td>EEA MVP Action Grant</td>
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<td>Housing, business, municipal facilities</td>
<td>HUD COBS and DR programs</td>
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<td>Brownfields (Phase 1 &amp; 2 ESA)</td>
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<td>EPA Revolving Fund</td>
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<td>Brownfields</td>
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<td>Local Infrastructure</td>
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<td>TOD</td>
<td>Dock, Platforms, Street connections</td>
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<td><strong>Open Space</strong></td>
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<td>PARK (Acquisition, Rec, Conservation)</td>
<td>Landfill, water edge, connections</td>
<td>DCS</td>
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<td>Trails</td>
<td>Water edge</td>
<td>State Trails MP</td>
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<td>Landfill, water edge, connections</td>
<td>Land &amp; Water Conservation Fund</td>
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Economic Strategy Framework

Sub-Area Study and considerations

Key regulatory questions:

- Supporting Use / DPA Use dynamic
- Local Zoning & Resilience/Flood interaction with DPA/local zoning

Existing Conditions / Opportunity & Constraints For Each:

- Goals/Preference/Implementation for DEP
- City Needs - Zoning, City Subsidy/Incentive, State $(resilience, infrastructure)

USE:

- Current land use mix (on-site and adjacent)
- Supporting Use Attempts (successful or unsuccessful)
- Viable Supporting Use Candidates - workshop DPA + supporting use combinations with City, DEP & HPC

FORM:

- Ch91/DPA constraints
- Local zoning constraints
- Flood-related constraints
- Truck Route access & access to DPA vs. supporting use
- Parking constraints
Sub-Area: Harbor Cove DPA
Sub-Area : Harbor Cove DPA

In addition to doing a parcel typology study, we will do a detailed analysis of the publicly owned parcels in the Harbor Cove Sub-Area (I4C2 + 112 Commercial).
Sub-Area: Harbor Cove DPA

- **Regulatory Environment:** DPA + Ch91

- **Distinctive Characteristics**
  - Close relationship to Downtown
  - Presence of Harbor Walk & quasi-public spaces (St Peter’s Park, Captain Solomon Jacobs Park, I4C2)
  - Harbormaster & USCG Station
  - Active DPA
  - Narrow pier-style small-lot marine industrial
  - Most significant public ownership of all sub-areas
  - High vacancy/underutilization

- **Economic Considerations**
  - I4C2 future (probably most important)
  - 112 Commercial
  - Most tourism pressure and cross-over with Downtown
  - How best to leverage St Peter’s park (parking & fish market)?

- **Infrastructure/Resiliency Needs**
  - Dredging Maintenance Offset: question of whether some Federal Navigation Channel sub-areas should be decommissioned
  - Seafood processing wastewater treatment
  - Deteriorating pier/pile infrastructure
  - Beginning part of commercial street floods out

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**Potential Redevelopment/Catalyst Sites for Detailed Study**

- St Peter’s Park
- Fort Square parcels outside DPA (underutilized, vacant, for-sale)
- I4C2
- 112 Commercial
Sub-Area: Large-Lot Industrial DPA
Economic Strategy Framework

Sub-Area: Large-Lot Industrial DPA

Diagram showing different dimensions and layouts for the Large-Lot Industrial Port, including deep and wide, deep and extra wide, and specific measurements for AmeriCold and Gorton's locations.
Sub-Area : Large-Lot Industrial DPA

- **Regulatory Environment:** DPA + Ch91

- **Distinctive Characteristics**
  - Urban Renewal Era DPA
  - Large-lot Industrial
  - State Fish Pier

- **Economic Considerations**
  - Highest and Best Use for limited large-lot properties - what types of maritime industrial uses need parcels of this type? How can we encourage current tenants/users who do not need large lots to shift to different parts of the harbor?
  - Is the State Fish Pier being used to its highest potential? What might leverage this asset more effectively?
  - Is trucking access being handled well by the existing roadways?
  - What are the relationships between these properties and inland fish processing and other industrial facilities?

- **Infrastructure/Resiliency Needs**
  - Deteriorating pier/pile infrastructure
  - Dockage is at-capacity - maxed out, all commercial boats
  - Are roads (especially truck routes) adequately future-proofed for flooding?
  - Significant inland flooding projected adjacent to National Grid substation and Americold Site
  - SLR projections are difficult to interpret for State Fish Pier - can that be refined?

**Potential Redevelopment/Catalyst Sites for Detailed Study**

- State Fish Pier
- National Grid Substation #24
- Former Whole Foods Pigeon Cove Fish Processing Facility (15 Parket St)
- Rogers St Americold Site: flooding and economic repositioning
- East Gloucester Americold Site / Former National Fish & Seafood
- Rocky Neck / Smith Cove For-Sale Site (Gloucester Marine Railways)
- Gordon Thomas Park
- Wedge between Rogers & Main St currently Office use - how to leverage this more? Gorton’s multi-site strategy is an example of how a single business can specialize different functions for different areas, blurring boundary between harbor and upland.
Sub-Area: East Gloucester Former DPA
Sub-Area: East Gloucester Former DPA

Economic Strategy Framework
Sub-Area: East Gloucester Former DPA

- **Regulatory Environment:** Ch91 Only

- **Distinctive Characteristics**
  - Former DPA, still mostly zoned Marine Industrial
  - Predominantly commercial character with some residential and industrial
  - Presence of some arts organizations (e.g. North Shore Arts Association, Calvo Studio), event venues and recreational marinas

- **Economic Considerations**
  - Can it help **absorb demand for recreational and transitory boating**, so that more optimal industrial dockage is reserved for active commercial vessels
  - Cape Ann Lobstermen opened in area no longer protected as part of the DPA - have they encountered any operational problems in this more residential/recreational context? Does their success signal that lobstering is more **compatible with small-lot, residential-adjacent harbor properties**? Could this be a good sign for Harbor Cove repositioning?
  - Many commercial/recreational marinas appear to be in poor condition or have collapsed into the harbor. What would be the **cost of rebuilding piers/piles** that have fallen into the harbor? Is there any use in entertaining an incentive to support the rebuilding as a way to increase the overall dockage?
  - Is there a **market for tourist-oriented functions** that are competing with industrial uses on the other side of the harbor to shift to East Gloucester (whalewatch, harbor tours, cruiseport, wedding/event venues)?
  - Would rezoning help shape a more focused/specialized economic development trajectory for this area?

- **Infrastructure/Resiliency Needs**
  - East Main St flood risk

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Economic Strategy Framework

Potential Redevelopment/Catalyst Sites for Detailed Study

- Would rezoning help shape outcomes more effectively?
- Is there any location where it would make sense to have a water taxi / ferry to connect the East Gloucester tourism sites to Downtown, make it possible to open up East Gloucester to absorb tourism-oriented uses that are currently competing with marine industrial Downtown?
Next Steps

1. **HPC Meeting Minutes Approval** (now)

2. **Public Meeting #2**  
   Economic Baseline and Framework - TBD March 2nd

3. **Advancing Regulatory Plans**  
   MHP and DPA, Local Zoning

4. **Infrastructure Investment Framework:**  
   Recommendations, mechanisms and prioritization for addressing infrastructure issues.

5. **Publicly Owned Parcel Studies:**  
   I4C2 and 112 Commercial
- Thank you-