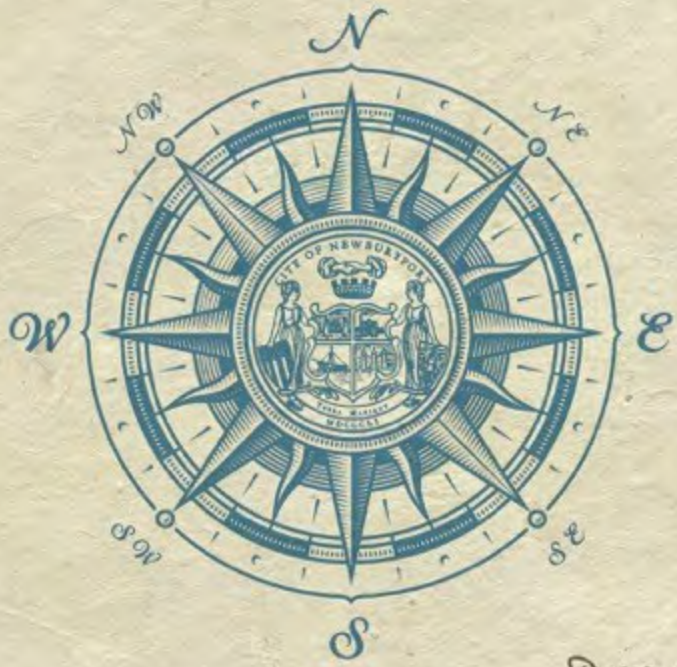
City of Newburyport
Massachusetts



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Rich in Tradition • Poised for the Future • Committed to Action

Master Plan
2016

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Table of Contents

Chapter 1	**Executive Summary**	**ES-1**
Chapter 2	**Introduction**	**I-1**
Section A	Purpose and Goals	**I-1**
Section B	Public Participation & The Master Plan Process	**I-2**
Section C	Structure of the Plan	**I-2**
Section D	Progress Report	**I-3**
Section E	Newburyport, At a Glance	**I-6**
Chapter 3	**Ten-Year Vision**	**V-1**
Chapter 4	**Land Use Planning & Development**	**LU-1**
Section A	Newburyport's Development History	**LU-1**
Section B	Existing Conditions	**LU-2**
Section C	Zoning Overview	**LU-7**
Section D	Newburyport's Neighborhoods	**LU-8**
Section E	Future Land Use Options	**LU-12**
Section F	Newburyport's Land Use Planning & Development Goals	**LU-15**
Chapter 5	**Economic Development**	**ED-1**
Section A	Existing Conditions	**ED-2**
Section B	Formative Issues	**ED-12**
Section C	Economic Development Goals	**ED-14**
Chapter 6	**Housing**	**H-1**
Section A	Existing Conditions	**H-2**
Section B	Housing Snapshot	**H-6**
Section C	Newburyport's Housing Goals	**H-13**
Chapter 7	**Transportation & Circulation**	**TC-1**
Section A	Existing Conditions	**TC-1**
Section B	Traffic	**TC-7**
Section C	Newburyport's Transportation & Circulation Goals	**TC-13**
Chapter 8	**Natural Resources, Open Space & Recreation**	**NR-1**
Section A	Environmental Inventory & Analysis	**NR-2**
Section B	Scenic Resources, Geologic Features & Distinctive Landscapes	**NR-7**
Section C	Inventory of Lands of Conservation & Recreation Interest	**NR-8**
Section D	Analysis of Needs	**NR-12**
Section E	Newburyport's Natural Resources, Open Space & Recreation Goals	**NR-14**

Chapter 9	**Cultural, Historical & Natural Heritage Resources**	**CR-1**
Section A	Cultural Resources	**CR-1**
Section B	Natural Heritage	**CR-4**
Section C	Historical Resources	**CR-8**
Section D	Newburyport's Cultural, Historical & Natural Heritage Resources Goals	**CR-13**

Chapter 10	**Municipal Facilities & Services**	**MFS-1**
Section A	General Government	**MFS-1**
Section B	Public Safety	**MFS-3**
Section C	Department of Public Services	**MFS-4**
Section D	Human Services	**MFS-8**
Section E	Newburyport Public Schools	**MFS-9**
Section F	Municipal Budget, Capital Planning and Financing	**MFS-9**
Section G	Newburyport's Municipal Facilities & Services Goals	**MFS-11**

Chapter 11	**Energy & Sustainability**	**ES-1**
Section A	Energy	**ES-2**
Section B	Waste	**ES-3**
Section C	Water	**ES-5**
Section D	Food Production	**ES-6**
Section E	Air Quality	**ES-7**
Section F	Habitat Protection	**ES-8**
Section G	Climate Resilience	**ES-9**
Section H	Newburyport's Energy and Sustainability Goals	**ES-11**

Chapter 12	**Community Engagement**	**CE-1**
Section A	Existing Conditions	**CE-1**
Section B	Formative Issues	**CE-10**
Section C	Newburyport's Community Engagement Goals	**CE-10**

Chapter 13	**Education**	**E-1**
Section A	Management, Enrollment and Finance	**E-1**
Section B	Facilities	**E-5**
Section C	Educational Partnerships	**E-7**
Section D	Strategic Plan	**E-8**
Section E	Education Goals	**E-10**

Chapter 14	**Plan Implementation & Monitoring**	**IP-1**
Section A	How to Use the Plan	**IP-1**
Section B	Actions	**IP-2**
Section C	Implementation Matrix	**IP-3**

Tables	Description	Page
I-1	Racial Composition of Newburyport, 2000-2010	I-9
I-2	Household Composition, 2000-2010	I-9
I-3	Zoning Districts, 2015	I-10
LU-1	Current Uses of Land	LU-4
LU-2	Zoning Classifications	LU-8
LU-3	Newburyport's Developable Parcels	LU-13
ED-1	Labor Force and Jobs	ED-2
ED-2	Income and Wages	ED-3
ED-3	Occupations of Residents	ED-4
ED-4	Business, Jobs, and Wages	ED-6
ED-5	Industry Concentrations in Newburyport	ED-7
ED-6	Market Segments	ED-8
ED-7	Regional Municipal Finance Characteristics	ED-9
ED-8	Municipal Finance Trends in Newburyport	ED-10
ED-9	Snapshot of Newburyport Commercial Rental Market	ED-11
ED-10	Survey of Commercial Properties for Sale in Newburyport (2016)	ED-11
H-1	Summary of Demographic Characteristics	H-3
H-2	Summary of Housing Characteristics	H-5
H-3	Residential Properties by Land Use	H-7
H-4	Housing Structure Types by Neighborhood	H-8
H-5	Change in Median Housing Costs and Incomes	H-9
H-6	Rental Housing Demand by Income Threshold	H-10
H-7	Housing Demand and Supply by Income Threshold	H-11
H-8	Subsidized Housing Inventory	H-12
TC-1	How Newburyport Residents Commute to Work	TC-2
TC-2	Average Commute Times for Newburyport Residents	TC-2
TC-3	Functional Classification of Roadways	TC-3
TC-4	Top 25 Volume Locations for 2014	TC-8
TC-5	Summary of Newburyport's 2014 Traffic Count Data	TC-9
TC-6	Newburyport Projects on the FY 2015-2018 TIP	TC-12
NR-1	General Soil Areas in Newburyport	NR-2
NR-2	Rare, Threatened, and Endangered Vascular Plants	NR-6
NR-3	Rare, Threatened, and Endangered Wildlife	NR-7
NR-4	Conservation Land in Newburyport	NR-10
NR-5	Municipal Parks and Recreation Areas	NR-10
NR-6	School Recreation Properties	NR-10
NR-7	Central Waterfront Lots	NR-11
NR-8	Other Conservation and Recreation Lands	NR-11
CR-1	Existing Cultural Resources	CR-3
CR-2	Existing Natural Heritage Resources	CR-6
CR-3	Existing Historic Resources	CR-10
MFS-1	Inventory of Public Buildings	MFS-5
ES-1	Newburyport Recycling and Trash Tonnage Figures	ES-4
ES-2	Regional Recycling and Trash Tonnage Figures	ES-4
ES-3	Farming in Massachusetts	ES-7
ES-4	Special Flooding Problems and High Hazard Concerns	ES-10
ES-5	Critical Infrastructure at Risk for Storm Damage and Flooding	ES-10

Tables	Description	Page
CE-1	Population with Disabilities	CE-9
E-1	2016 Student Enrollment by Grade	E-3

Charts	Description	Page
I-1	Building Permits	I-10
ED-1	Commuting Characteristics	ED-2
ED-2	Educational Attainment	ED-3
ED-3	Distribution of Income	ED-4
ED-4	Unemployment Rates	ED-5
H-1	Population by Age Cohort	H-2
H-2	Rental Units by Cost, 1990-2010	H-9
H-3	Homeownership Units by Value, 1990-2010	H-10
H-4	Median Sales Prices, 1995-2015	H-10
TC-1	Total Reported Accidents in Newburyport, 2005-2014	TC-12
MFS-1	Revenues by Source, 2015	MFS-5
ES-1	Pounds of Trash Per Household in Neighboring Communities	ES-5
ES-2	Ozone Levels in Newburyport	ES-8

Figures	Description	Page
ES-1	Timeline of Recycling Initiatives	ES-3
E-1	Funding for Education as a Portion of the Total Municipal Budget	E-4
E-2	School Budget Appropriations, FY2011-FY2017	E-5

Maps	Map Title	Page
LU-1	Downtown Newburyport	LU-9
LU-2	Residential Areas	LU-10
LU-3	Business and Industrial Park	LU-10
LU-4	Storey Avenue Corridor	LU-11
LU-5	Route 1 Area	LU-11
LU-6	40R Smart Growth District	LU-12
LU-7	Generalized Future Land Use	LU-14
H-1	Projected Residential Population Growth	H-4
H-2	Newburyport Neighborhoods	H-8
TC-1	Traffic Count Locations	TC-10
TC-2	Critical Traffic Areas	TC-11

Appendix	Description of Appendices	Page
A-1	Key Excerpts from 2001 Master Plan	A-1
A-2	RESERVED	x
A-3	RESERVED	x
A-4	RESERVED	x

CHAPTER 1
Executive Summary

Background
Following three years of work by a group of dedicated volunteers, community members, elected officials and municipal employees, the City has articulated a strategy for its future. The entire master planning effort was led by a Steering Committee, consisting of individuals that represent a cross-section of the community and several smaller committees focused on each of the elements of the plan. These groups met several times throughout the course of this planning endeavor to consider how the City can meet its future challenges, from ever-increasing housing prices to aging infrastructure to resiliency planning for climate change and associated sea-level rise. Consideration of each issue in this plan involved a process of research, analysis, public input and debate, strategizing, drafting, editing and review.

This Master Plan provides an overall development concept that promotes continued prosperity for the community and is intended to lend City officials, administrators and community leaders support in their daily efforts to manage and shape Newburyport's growth into the future. Newburyport is likely to remain largely unchanged; however, trends in demographics, land use, housing, municipal finance, education and other areas will require proactive efforts to achieve a positive vision for this dynamic City. Each of the Plan elements presents the existing conditions, trends and goals with accompanying actions; these actions, when implemented, will result in a community that meets the needs and expectations of its residents while welcoming visitors, supporting local businesses, and responsibly and sustainably planning for the future.

Guiding Principles
Throughout this public planning process, one term seemed to be continually mentioned – sustainability. It is a term that is applicable to all facets of this plan and provides the foundation on which all aspects of development must be considered. The City is committed to ensuring the community's positive progress over the course of the next decade, which will be guided by the principle of balancing environmental, social, economic, and financial sustainability.

Environmental Sustainability
Preserve and protect the environmental resources that have come to define Newburyport. Protect our natural biodiversity and ensure that our ecological resources remain healthy through responsible land use planning, waste management practices, and consumption patterns.

Social Sustainability
Foster and respect Newburyport's socioeconomic diversity so that all members of the community are able to live and thrive in the City throughout all phases of their lives, including young adults, individuals, families, and seniors. Foster the creation of a community that welcomes, celebrates and supports diversity and ensure that families may continue to live and enjoy the City and all of its amenities.

Economic Sustainability

Ensure that growth is balanced and consistent with Newburyport's historic development patterns and natural environment. Promote and support the City's commercial centers in order to maintain economic and fiscal health. Recognize the importance of the community's cultural resources and their impacts on residents' quality of life.

Fiscal Sustainability

Responsibly allocate resources so that spending, tax rates and other fiscal policies are sustained in the long-term without threatening government solvency while ensuring that resources are available for continuing maintenance and improvement projects.

Key Issues

Preserving Newburyport's Sense of Place

The Waterfront

One of the most important and most discussed issues facing Newburyport is its central waterfront and how it should be treated, enhanced and celebrated. This area has long been the subject of extensive discussion and debate within the community and even extending beyond the City's borders. Today, the waterfront is home to several large parking lots that provide much-needed long-term parking for visitors, shoppers and businesses. A significant amount of park land, public walkways, and parking lots critically located along the retail edge of Merrimac Street and the downtown core, are under the ownership and management of the Newburyport Redevelopment Authority and the Waterfront Trust. Various plans for the redevelopment of this area have long been in discussion, ranging from a mix of retail, restaurant, and residential uses to public open space with structures as necessary for activating and shaping the park. Based on the extensive public input, there is emerging consensus around maintaining an open waterfront, with some properly located and appropriately-designed public amenities as a first step. Outstanding questions that will need to be vetted include: where to relocate all of the parking that is currently on the waterfront parcels; how to fund both the construction of the park space and its maintenance; what amenities might be included in a possible visitor center and where should it be located; and what other public amenities are most appropriate to add to the park space (i.e., picnic tables, play structures, performance shell, etc.).

Newburyport's Historic Structures and Neighborhoods

The preservation of Newburyport's historic character will always be a fundamental concern for the City since so much of its identity, value and economy is linked to its heritage and architecturally-significant structures. As property values in the traditional neighborhoods rise, there is more pressure to renovate, expand, and replace existing structures, impacting the integrity of the neighborhoods and on the City as a whole. To address this concern, the City Council adopted two zoning overlay districts in April 2014 aimed at retaining Newburyport's historic structures and protecting its significant architecture from demolition and from inappropriate restoration and redevelopment. While these regulatory measures add a layer of protection to the buildings located within the downtown and its adjacent residential neighborhoods, there is still a strong community desire to do more to ensure that the City does not lose the very assets that have made it thrive as a desirable place to live, work and visit.

Planning for Resiliency

Being a coastal community, increasing intensities of storms and projected sea level rise mean that Newburyport must plan ahead for more frequent and more intense storm surges while at the same time making strides in reducing local greenhouse gas emissions by updating facilities and building standards to reduce waste. The City has set a goal to become a zero net energy (i.e. the energy consumed is equal to the renewable energy generated) community by 2050. To achieve this goal, the City will significantly reduce energy use in the governmental, residential, and commercial building and transportation sectors via energy efficiency and energy conservation measures. It will also require the development of new renewable energy resources to provide the balance of energy needs through clean energy generation. Developed with the support of the Massachusetts Community Energy Strategies Program (CESP), Newburyport stakeholders created the *Newburyport Clean Energy Roadmap* that outlines a set of detailed, actionable steps to assist the community and its decision-makers in implementing projects, programs and policies over the next five years. Additionally, the City has formed an Ad-Hoc Resiliency Team focused on creating a Resiliency Plan for Newburyport and Plum Island.

Improving and Investing in Newburyport's Infrastructure

The past decade has seen significant progress in investing in Newburyport's infrastructure and public facilities. Noteworthy projects include wastewater and water treatment facilities, elementary school and senior center, and improvements to parks, trails, fields, sidewalks, and roadways. Continued improvement and consistent, high quality investment in the City's infrastructure, along with comprehensive and transparent planning for road and sidewalk improvements and maintenance strategies are important to the quality of life in the City and to maintaining public health and safety. Equally important, capital investment planning will ensure that these expenditures are prioritized, that City staff has sufficient budgets to implement plans and schedule tasks so as to minimize tax burdens and fiscal stress. The City has created and maintained an annual Capital Improvement Plan (CIP), which has provided a link between the City's physical development, its Master Plan, and its fiscal planning and financial capacity; the City has long maintained strong fiscal policies and a AAA bond rating. In addition to ensuring that the CIP is a "living document", the City needs to protect its investments by ensuring that long-term funding is available for facility maintenance.

Ensuring Economic Stability

Expanding Newburyport's Local Economy

In a changing economy, it remains critical to target economic growth that will enable the City to continue to provide an equitable balance of commercial and job opportunities, offering infrastructure, services, and quality of life that attracts residents, businesses and visitors to Newburyport. Economic growth creates new contracting opportunities for local businesses, provides local employment, and connects the City with national, state and regional economies. Newburyport has a stable local economy based on services and retail and wholesale trade; it also has a growing service-based sector with Anna Jaques Hospital being Newburyport's largest employer and ever expanding medical services industry. Its vibrant downtown serves an affluent population and a thriving tourism sector. There is the potential to enhance the local economy through the expansion of businesses located in the Business and Industrial Park as well as along the Storey Avenue corridor. By encouraging local economic growth, the City will become more fiscally sustainable as the tax base expands. Additionally, a strong local economy will promote a more environmentally sustainable community by reducing the distance residents have to travel to work, shop and play. Notably, census data shows the average age of a Newburyport citizen has

increased from 41 to 46 in the last five years, and average household income continues to rise aggressively. Newburyport's economic sustainability will depend on its ability to ensure an affordable place to live for all ages and professions.

Ensuring that Housing is Affordable

The City of Newburyport has experienced a rapid revitalization over the past few decades. Areas of the City that were dilapidated have been restored through substantial rehabilitation, and housing values in these neighborhoods have significantly increased. With few opportunities for first time home buyers and for seniors in the community to downsize, many long-time residents and families have been forced to leave Newburyport and seek housing that is more affordable in neighboring communities. Coupled with the rising home values, the City has experienced a net loss of rental apartments as multi-unit structures have been converted to condominiums. The affluent individuals and families who are moving into Newburyport are bringing new investment and energy into the community. However, if those of more modest means can no longer afford to live in the City, the community may lose much of the economic diversity and generational continuity that have made it such a vibrant, vital city. Additionally, increasing housing prices and fewer rental opportunities bring new challenges in attracting a workforce to sustain local businesses. Resolving this issue will require a significant commitment on the part of the entire community, its elected officials, staff and volunteer board and commission members. The City adopted a Housing Production Plan that presents several strategies that tackle this issue and when implemented, should result in the creation of homes that are affordable to working families, young families and seniors. While some of these strategies involve amending and/or adopting various zoning provisions such as the 40R Smart Growth Village Overlay District planned around the Route 1 traffic circle and commuter rail station, some require significant financial investment. The City's Affordable Housing Trust and the Community Preservation Fund are both local sources of funding that may be used to support the creation of housing that is affordable. Funding challenges may also be addressed through collaborations among the City and various housing non-profit organizations.

Providing a Healthy, Connected, Community

Creating a Walkable, Bikeable Community

Much of Newburyport's attraction lays in its walkable pattern of development, characterized by well-defined neighborhoods, waterfront, and public spaces, all connected by pleasant streets. Newburyport is eminently walkable and bikeable due to its density, mix of uses, and the network of sidewalks and pedestrian amenities on many of its streets. Still, the City can do much to further encourage the community to navigate the City on foot or on bike through reallocating the use of the right-of-way on existing streets to provide safe and inviting space for bicycles and pedestrians. Traffic calming measures can improve the quality of life in neighborhoods and to allow residents and pedestrians to coexist peacefully with cars and other modes of transportation. The City has adopted Complete Streets with the goal to create active, pedestrian-friendly environments and encourage responsiveness to pedestrian, bicycle, and transit facilities in building and site design. As the City becomes more walkable and bikeable, automobile and parking congestion and air pollution will be reduced and public health will be improved as pollution is lessened and opportunities for exercise are increased.

Providing Quality Educational Opportunities

Newburyport's schools are thriving. The students and the parents are engaged in the learning process and now, with the construction of a new elementary school as well as a major renovation of the structure that holds the

upper elementary and middle schools that resulted in students having state-of-the-art facilities in which to learn and grow. It is important that the City continues to build on the current momentum of updating its facilities and working to expand its curriculum to get students out into the community for hands-on learning through place-based education. Students will benefit from interactive programming, whether it's a science class taking water samples from the Artichoke River or it's an internship opportunity with one of the City's local businesses. As the community invests in its students and exposes them to real world opportunities in our backyard and beyond, partnerships are formed, trust is reinforced and all residents, no matter the age, benefit.

CHAPTER 2
Introduction

Section A: Purpose and Goals

A Master Plan is a comprehensive planning document that establishes long-term policy recommendations for a community's physical development, and outlines implementation strategies that address land issues, transportation, community facilities and services, the local economy and the environment. It includes assessments of existing resources and issues, projections of future conditions and needs, and consideration of community goals and desires. This document is not law; it acts as a policy guide and provides a framework for decision-making when projects are proposed and funding decisions need to be made.

Generally, communities use the Master Planning process to understand and manage future growth and development in remaining undeveloped areas. There are limited areas in Newburyport that are subject to development pressure since much of the City is built out. Therefore, we use Master Planning to determine how to guide redevelopment throughout the City. This Master Plan explores a broader range of issues focused on managing redevelopment and guiding sustainable growth over the next decade.

As a community we will use the Master Plan to provide direction and to guide us, elected officials, city staff and Newburyport's boards and commissions, as land use and funding decisions are being contemplated. The Plan will function as the main policy tool for local decision-makers as proposals and projects are evaluated; it provides a consistent point of reference for those in both the public and the private sectors. While the Plan encompasses all aspects of land use and planning, it does not replace Newburyport's other policy documents, such as the *Housing Production Plan*, and the *Open Space and Recreation Plan*, but compliments these plans.

The goal of this Master Plan was to create a dynamic document that would:

- Articulate the core values of the City;
- Be reviewed yearly by the Planning Board and updated by City staff and elected officials in the interim period before a new Master Plan is created to ensure that the document continues to align with the needs of the community;
- Promote a more comprehensive approach to managing growth and provide such guidance to:
    - Community leaders and decision-makers
    - Developers and property owners as to what the City wants;
- Provide coordination:
    - To intertwine new and existing plans into a single document in a single location,
    - To encourage big-picture thinking with respect to planning for housing, open space, recreation, and municipal facilities while weaving aspects of sustainability throughout the document,
    - To allow for the creation of a balance among competing interests,
    - To help coordinate the City's efforts with respect to common regional interests;
- Afford accountability:
    - To articulate who is responsible for achieving goals and objectives,
    - To set timelines for doing so, and
    - To provide a mechanism to develop an implementation strategy for meeting goals and objectives.

Section B: Public Participation and the Master Plan Process

This document represents a set of policies, goals and actions that together form a direction for the City for the next ten years and beyond. The Master Plan has been developed through extensive consultation with, and participation by, the City's residents and public officials. This process included:

- Nine broadly represented subcommittees, each focused on one of the Plan's chapters, with a Steering Committee overseeing the process. These subcommittees met periodically throughout the drafting process;
- A series of public meetings throughout the course of the project (February 2013 to February 2014), focusing on specific aspects of the Master Plan;
- A website created solely for the purpose of this project where residents could access information about the Plan, learn about the public meetings and also connect directly with the project managers;
- A community survey that was advertised through traditional means via the local newspapers and the City's website, through social media using Facebook and Twitter and through various email list serves compiled by local officials and the City; and
- XX public meetings with the City Council and the Planning Board to review the draft document in its entirety and to vote to adopt the document.

All of the steps in this process led to the creation of goals, objectives and actions for each of the specific chapters that were reviewed at subcommittee level, by the Steering Committee and by the public. As the chapters were reviewed and edited, the full document took shape and was brought to both the Planning Board and the City Council for review, finalization and adoption.

Section C: Structure of the Plan

This document consists of four distinct sections. The introductory section presents an overview of the Master Planning process and provides an "at-a-glance" snapshot of Newburyport today. This section is important to understand where Newburyport is currently and helps identify focal points on which to direct municipal efforts over the next decade.

The next section focuses on the community's 10-year vision and is comprised of a review of the key issues facing Newburyport, a set of guiding principles and a vision statement. The key issues are not meant to be comprehensive – there are other broad areas which the Master Plan addresses – but they are especially important because they are areas where change is occurring and where strategic action by the City can have meaningful impact. This section also informs the community of the overarching goals for the City, principles that will guide our approach to accomplishing these goals and presents an overview of the positive trends and changes that residents envision for the City that this Master Plan is intended to support and promote.

The third section is comprised of ten distinct chapters, which give readers an in-depth analysis for each of the following topics: Land Use & Development; Economic Development; Housing; Transportation; Open Space, Natural Resources & Recreation; Cultural & Historic Resources; Municipal Facilities; Energy & Sustainability; Education; and Community Engagement. Each chapter in this section lists the broad-range goals for the particular topic. These goals are based largely on community input and are meant to reflect Newburyport residents' broad desires for the City's future.

Finally, the fourth section, "Plan Implementation & Monitoring" couples with the previous section in that each goal has associated Objectives and Actions, that when implemented, result in the achievement of the goal. This section represents the core of the Master Plan and is designed to provide a framework for the Planning Board to track and report on progress on various actions that would lead to fulfillment of the recommendations. While the Master Plan is focused primarily on land use and physical form and thusly land use regulations as established in the Zoning Ordinance are primary tools for implementation, the range of implementation tools extends to non-zoning regulations, land acquisition, public facilities management and public-private partnerships. It is important to recognize as well that planning, organization and management play an important part in implementing municipal goals.

Section D: Progress Report

The City has made significant progress in exploring and achieving the Priorities for Action listed in the 2001 Master Plan. In accomplishing these seven priorities, Newburyport has grown, improved, and remains an exceptionally livable community with a unique character.

Infrastructure Investment

In 2001, many of the goals listed that we have since accomplished in terms of investing in our infrastructure was only in the beginning planning stages. The concerns then included the capacity and age of the existing infrastructure as well as the question of how to accommodate future growth. To address these concerns, the 2001 Plan suggested creating a Capital Improvement Plan, a budget for long-term maintenance and also maximizing the use of our existing public facilities.

Since 2001, we have made significant progress and have invested heavily into our public infrastructure. The City has constructed new schools and a new senior center, new water and wastewater treatment plants, and has continued to upgrade our utilities, roadways and sidewalks. In addition to these "brick and mortar" investments, the City submits a capital improvement plan with the annual budget. The Department of Public Services maintains a five-year plan for water and sewer lines as well as road and sidewalk improvements.

Preservation of Historic Character

In 2001 there was a concern that Newburyport's historic character was in jeopardy due to the lack of protective regulations. There was also, and continues to be, the idea that regulations were "superimposed" on a neighborhood and as a result, didn't reflect the existing, built environment. In 2001, the community suggested creating a Local Historic District (LHD) to address these concerns, as well as adopting a design review process along with amending setback requirements to allow new or re-development to be built to match the buildings surrounding.

A small LHD on historic Fruit Street was adopted in 2007; however, a larger proposed LHD that encompassed much of historic High Street was not passed, though the idea was fully vetted through the public process with much debate. In late 2012, the Newburyport City Council amended the Zoning Ordinance, giving the Zoning Board of Appeals the power to grant a Special Permit to allow setback relief for buildings in the downtown business area, which will allow new buildings to be constructed so as to match the existing historic fabric in terms of siting and massing. Additionally, in 2013, the City Council adopted new zoning provisions in both the downtown and in the immediately-surrounding residential neighborhoods that incorporate elements of design review and thorough examination of proposed demolition of historic structures. The preservation of historic

character also plays a prominent role as the City, through its Office of Planning & Community Development, completes a comprehensive rewrite of its zoning ordinance.

Central Waterfront

Much like today, the central riverfront was a priority for action in 2001. The concerns then were its relationship, or lack thereof, with the rest of the downtown, its break in continuity from the historic streetscape of the downtown, the amount of open space that should be preserved and alternative, the amount of parking that could be lost with any change in use along the river front. To address these concerns, the 2001 Plan suggested conducting a feasibility study to explore how to retain open space through limited development of commercial/retail space that could underwrite the cost of maintaining the park. The Plan also suggested creating new parking facilities so that any space lost on the riverfront could be replaced elsewhere in the downtown. Finally, the Plan suggested improving access and circulation along the entire river front, from Maudslay State Park to Plum Island.

The City has made some progress since 2001. There has been a lot of discussion that has morphed into planning documents, including a plan for redevelopment of the waterfront as well as parking feasibility studies. There continues to be a lot of public debate with the Mayor and other City officials and staff engaging stakeholder groups to keep this issue moving forward with the goal of finding a resolution.

Affordable Housing

In 2001, like today, Newburyport was a very attractive place to live with its residents enjoying a high quality of life. As a result, land and housing values tended to be on the higher than those of surrounding communities. High land and housing values can be positive for a community, but often were a barrier to creating and maintaining housing that is affordable to all ages and demographics. In 2001 the community recognized that there were no "starter homes" – homes that young professionals could buy and begin to raise their families. Even rental rates were too high for the average working person to afford.

To address these concerns, the 2001 Plan suggested adopting Inclusionary Zoning (where a percentage of housing units being developed would have to be affordable to working families), create incentives for developers to include an affordable unit within their project and also look toward surplus municipal land to determine if it could be a good fit for affordable housing. The City has made moderate progress on this priority. While inclusionary zoning has not been adopted city-wide, it does exist in certain overlay districts around the City. Density bonuses are allowed for developers who incorporate affordable units into their projects. Through the Newburyport Affordable Housing Trust, there is a subsidy to developers to help offset the high costs of construction in exchange for the production of affordable housing units. Another major step toward accomplishing our affordable housing goals is the local- and state-adopted Housing Production Plan, which identifies specific strategies with timelines that will increase our housing diversity and provide more affordable housing opportunities in Newburyport.

Residential Subdivisions

In 2001 land in Newburyport was in high demand. Today is no different, with current residential subdivisions comprised mostly of development in and among existing residential structures. Large subdivisions of land are not inundating the Planning Board's docket, however, when they are proposed, the community takes note. In 2001, the predominant concerns regarding residential growth focused on the design and siting of the homes. Fears

about large homes on small lots, architecture and massing that may not be in keeping with the surrounding neighborhood and also the loss of open space that accompanied residential growth led the community to suggest a few actions to address these fears. The 2001 Plan suggested creating residential design criteria as well as identifying key open space areas that should be protected from development.

The City has made progress in addressing these concerns. While we have not adopted residential design criteria, we have begun to think about potentially trying to address design through creating infill design criteria, which, given the development patterns today, may be more impactful. The City has made strides in identifying key open space areas that need to be protected, which can be found in the 2012 Open Space and Recreation Plan. When these key parcels come up for sale, the City takes the steps necessary to explore and pursue their purchase. Additionally, the City, through its Planning Board encourages cluster developments – locating homes closer together and permanently protecting the surrounding open space. This cluster development technique was successful in the recently completed Oleo Woods subdivision in the west end.

Infill Development in Older Neighborhoods

The majority of properties in Newburyport, especially those in the downtown area, are small with older homes often constructed to the lot lines with little yard space. Even in 2001 these properties may not have been the best fit for modern-day families. As families moved into the City they needed more living space and residential development included the expansion of existing building footprints and sometimes demolishing homes to construct larger ones. More people were coming to Newburyport, creating denser neighborhoods, which posed a concern to the community.

The 2001 Plan suggested creating a Local Historic District, adopting a demolition delay ordinance and also creating what we refer to as “McMansion” zoning. This is zoning that seeks to curb the construction of large homes on undersized lots that are not in keeping with the surrounding neighborhood.

The City has made substantial progress on these action items. While the creation of an LHD was fully vetted and ultimately not adopted, the City did adopt a demolition delay ordinance in addition to the two recent ordinances that address both demolition and design in the downtown and surrounding residential neighborhoods. The ordinances address development concerns through design review and demolition review for structures that are either listed as contributory to the City’s National Register Historic District.

Business Park

In 2001, the concerns for the business park were focused on allowing additional growth to expand the tax base and providing local job opportunities. However, accompanying this desire for more growth was the concern that the natural environment in the park, especially its wetlands, was at risk of being damaged. In order to balance these concerns, the 2001 Plan suggested comprehensively mapping the wetlands in the park so that areas for growth could be identified. Additionally, the 2001 Plan suggested revising the park’s zoning to allow for appropriate development and growth as well as examining alternate access points to reduce the number and frequency of truck traffic in residential areas.

Some progress has been made on this priority item with a recent push to continue to support the Park and also to begin expanding the types of uses that may locate within it as evidenced by the Park’s new name – the Newburyport Industrial and Business Park. While its roots are firmly planted in industrial uses, the Zoning Board

of Appeals has been granting Variances for new uses, predominantly office space, in the park. With the Comprehensive Zoning Revision project about to be started, the City will examine the current uses allowed in the park and seek to expand them to include new, appropriate and compatible uses in this area.

In terms of protecting the Park's natural environment, while the wetlands have not been mapped comprehensively, as parcels are redeveloped through the City's permitting processes, specifically with the Conservation Commission, wetland delineations show where the environmentally sensitive areas are located. The City's GIS mapping system includes wetland information, which provide a good indication of where they are located. There continues to be progress made in protecting the wetlands, ensuring that drainage systems are clear from debris and functioning and working to limit impervious surface in the area.

Section E: Newburyport, At a Glance

As part of the introduction to the 2015 Newburyport Master Plan, this section provides a demographic profile of the community to establish some standard and comparative data related to population, households and income. More specific data related to the subject areas, such as economic development, housing or transportation, are included in their respective chapters.

Regional Context

Newburyport is one of the smallest cities in the Commonwealth, located in north-eastern Essex County on the North Shore of the Boston metropolitan area. Newburyport is located in the lower Merrimack Valley region, defined by the watershed of the Merrimack River, which forms the northern borders of the City.

Newburyport is one of fifteen cities and towns that are represented by the Merrimack Valley Planning Commission (MVPC). MVPC has developed regional plans and processes to guide regional growth, development, and redevelopment throughout the Valley. The Comprehensive Economic Development Strategy (CEDS) provides an overview of the existing conditions and projects and outlines goals, objectives and tactics for the region. The Priority Growth Strategy (PGS) is a process to identify areas within each community suitable for development growth; for preservation of existing character and natural resources, and infrastructure requirements that would support each community's growth and preservation goals. The Regional Planning Framework Strategic Plan was developed to ensure MVPC communities' policies and regulations are: 1) up-to-date; 2) consistent with the PGS; and 3) meet the Commonwealth's opt-in performance benchmarks from the Comprehensive Land Use Reform and Partnership Act (CLURPA).

The Merrimack Valley is sometimes referred to as the "Crossroads of New England" due to its proximity to Interstates 93, 95, and 495 connecting to major population centers in New Hampshire and Maine as well as Rhode Island and Massachusetts. Downtown Boston is 30 to 40 minutes by car from any point in the Valley. The economy of the region is focused on healthcare, advanced manufacturing, creative economy, tourism and bio-tech business clusters. Many of these industry sectors are represented in Newburyport, along with the emerging green technology/clean energy sector.

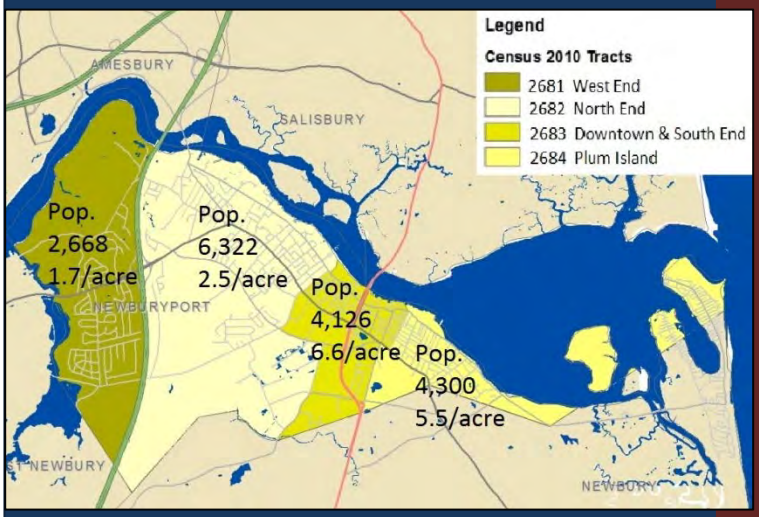
Newburyport is a regional hub for employment, as well as a regional destination for culture, entertainment, commerce and recreation. The City also draws visitors from farther afield, providing opportunities for history and architecture buffs, birders, boaters, beach-goers, trail-users, and others who enjoy the attractive downtown's festivals, shops and restaurants.

NEWBURYPORT'S DEMOGRAPHIC PROFILE

Who We Are

Overview (2010)

- Total population: 17,416
- Total households: 7,622
- Average household size: 2.28
- Media age: 45.9
- Non-White population: 3.6%
- Population density: 2,078 persons per square mile



Education of population age 25 and over (2014)

- Completed a 4-year college: 33%
- Graduate level education: 24%

Households (2010)

- Family households: 58% (4,437)
  - With children under the age of 18: 25% (1,929)
  - Single parent households: 5% (419)
- With persons aged 65 and older: 27% (2019)
- Individuals living alone: 34% (2,621)
  - Individuals living alone over age 65: 12% (926)

Income

- Median household income: $83,149
- Median family income: $116,892
- Median nonfamily income: $48,310
- Households earning over $200,000: 15%
- People below the poverty level: 7%

Source: 2010 U.S. Census; 2009-2014 American Community Survey

How We are Changing

Between 2000 and 2010 significant changes in Newburyport's population occurred:

- The population aged 20-49 declined by 20%.
- The population over age 50 increased by 29%.
- Median household income increased by 31%.

Over the next two decades, Newburyport's population is expected to decline, even as the number of households increases.

- **Newburyport will continue to see an increasing share of older adults and retirees.**
  People over the age of 50 will comprise 51% of the population in 2030.

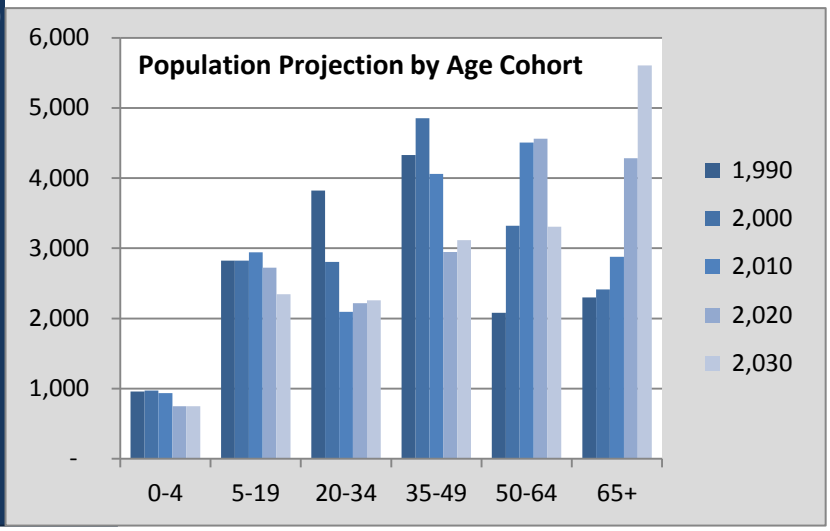
- **Average household size will continue to decline, as there are fewer families with children and more individuals living alone.**
  The number of school-aged children is expected to decline by 20% by 2030, while the number of young adults and retirees grows.

In order to sustain the size of the City's workforce that exists today, the City will need to expand the supply of housing.

Population Projections

	1990	2000	2010	2020	2030
Population	16,317	17,189	17,416	17,474	17,375
Households	6,754	7,519	7,622	8,005	8,175
Household Size	2.42	2.29	2.28	2.18	2.13

Source: MAPC "Strong Region" Scenario



NEWBURYPORT'S REGIONAL PROFILE

Location

- Coastal community situated 35 miles northeast of Boston; 5 miles south of New Hampshire border.
- Part of North Shore and Merrimack Valley regions.
- Served by Interstate 95, US Route 1, Massachusetts Routes 113 and 1A, MBTA commuter rail, MRTA bus.

Population

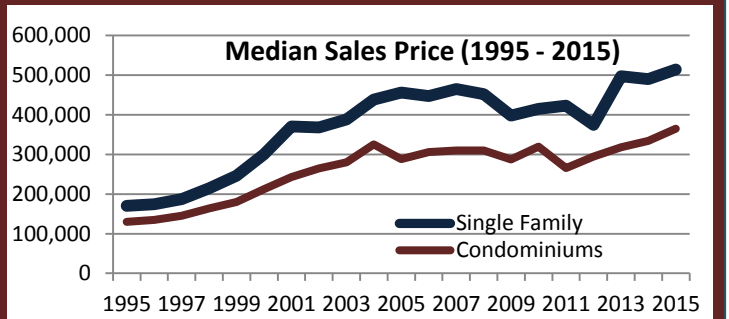
- Newburyport has the largest population among neighboring communities, most comparable to Amesbury.
- Very slight gain in population between 2000 and 2010. Salisbury had most growth.
- Relatively moderate median household income.

Housing

- Median home prices comparable to more affluent communities.
- Diverse housing stock; nearly half are attached or multifamily units.
- 28% renter occupied; higher owner-occupancy than Amesbury or Salisbury.
- Average 22 units permitted annually since 2010.

Economic Base

- Regional employment center: job/workforce ratio is highest by far among surrounding communities.
- 87% of tax base is residential. Amesbury and Salisbury have a higher share of commercial/industrial property.



The Warren Group, 2016

	Owner-Occupied Housing Units	Single Family Units	Median Home Price	Building Permits 2010-2015
Amesbury	68%	51%	$312,000	120
Newbury	83%	79%	$440,000	82
Newburyport	**72%**	**51%**	**$435,000**	**132**
Salisbury	69%	55%	$290,000	411
West Newbury	91%	90%	$461,000	94

ACS 2014, The Warren Group 2015, Census Building Permits

	Commercial-Industrial (CIP) Tax Base	Jobs/Workforce Ratio
Amesbury	16.03%	0.46
Newbury	4.4%	0.42
Newburyport	**13.4%**	**1.13**
Salisbury	18.7%	0.61
West Newbury	2.9%	0.31

EOWLD 2014, MA Division of Local Services 2015

	Population 2010	Pop. Growth 2000-2010	Median Household Income 2014
Amesbury	16,283	-1.0%	$76,463
Newbury	6,666	-0.8%	$95,827
Newburyport	**17,416**	**1.3%**	**$83,149**
Salisbury	8,283	5.8%	$75,995
West Newbury	4,235	2.1%	$122,969

US Census, ACS 2009-2014

Community	Population Density (persons/square mile)	Housing Density
Amesbury	1,343	580
Haverhill	1,863	778
Methuen	2,166	824
Newbury	283	126
Newburyport	**2,124**	**990**
Salisbury	556	295
West Newbury	328	117

MA Department of Revenue 2013, 2009

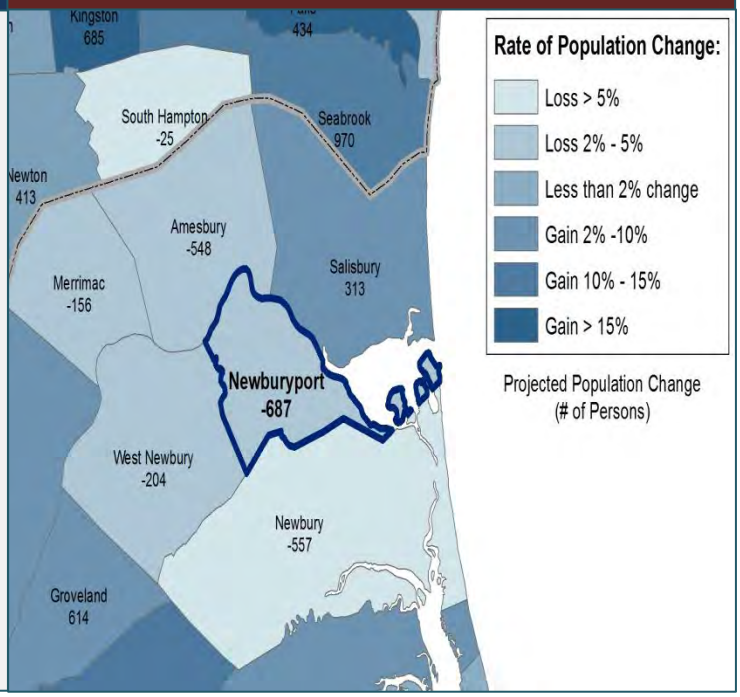


Table I-1: Racial Composition of Newburyport, 2000-2010

	2000		2010		Percent Change 2000-2010
	#	%	#	%	
Total Population (One Race Alone)	**17,092**	**99.4**	**17,199**	**98.8**	**-.06**
White	16,864	98.1	16,788	96.4	-1.7
Black or African American	73	.4	98	.6	.2
American Indian and Alaska Native	21	.1	24	.1	-
Asian	105	.6	195	1.1	.5
Native Hawaiian and Other Pacific Islander	2	0	1	0	0
Some Other Race	27	.2	93	.5	.3
Two or More Races	97	.6	217	1.2	.6
Hispanic or Latino (of any race)	151	.9	291	1.7	.8

Source: US Census Bureau 2000 and 2010

Household and Family Characteristics

The following table provides a snap shot of family and household characteristics. Despite a small increase in the number of households, the average household size has remained steady at about 2.23 people.

Table I-2: Household Composition, 2000-2010

Household Type	2000	2010
Total Households	**7,519**	**7,622**
Households with individuals under 18 years of age	27.2%	26.6%
Households with individuals 65 years of age and over	21.5%	26.5%
Family Households	**58.9%**	**58.2%**
Married couples with children	20.4%	19.9%
Single parents with children	5.5%	5.5%
Married couples without children	27.3%	27.4%
Single head of household without children	33%	5.5%
Nonfamily Households	**41.1%**	**41.8%**
Persons living alone	33.1%	34.4%
Persons not living alone	8%	7.4%

Source: US Census Bureau

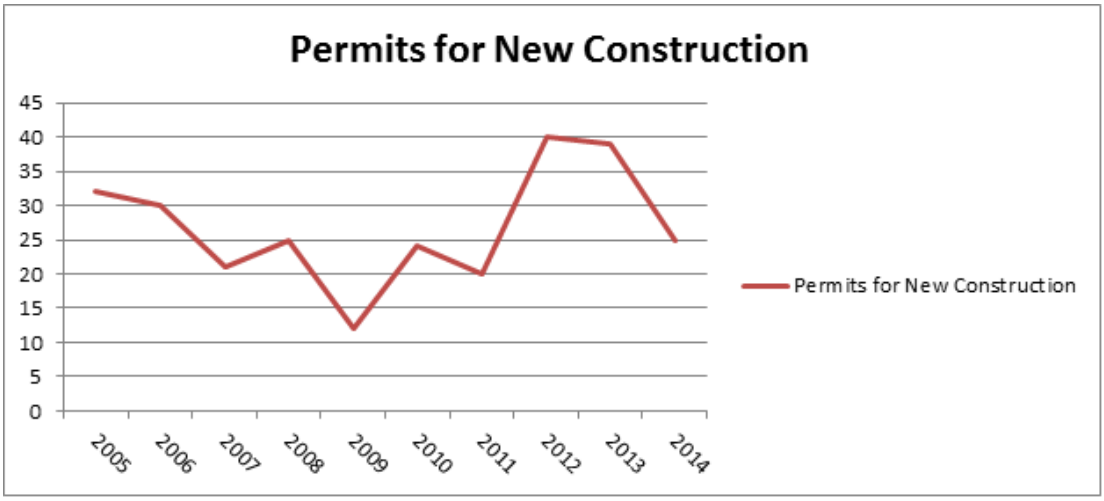
Growth and Development Patterns

The City's signature development identity is that of a historic seaport with barrier island, marshes, a large pastoral area, and forested river land. As mentioned, the 17th and 18th century dense seaport development pattern persists in much of Newburyport today, with the 19th century addition of mill buildings and some infill over time. From about the middle of the 19th century to the 1970s, the City's growth and development was limited by economic depression and decline.

The latter part of the 20th century brought an innovative approach to urban renewal – clearing of central waterfront land and restoration of most of downtown -- plus the development of a business and industrial park and subdivisions spreading out into northerly parts of the Common Pasture and into the West End. The construction of Interstate 95 and nearby shopping plazas changed the character of the western part of the

city. Revitalization of downtown businesses in architecturally coherent buildings, together with cleanup of the Merrimack River, expansion of marinas, and improvement of waterfront parks transformed the downtown riverfront. Over the past century the community shifted from manufacturing and industry toward a service- and tourism-based economy.

Chart I-1: Building Permits



Restoration of commuter train service to Boston in 1998 sparked more new development, primarily housing. More recently, City water and sewer service was extended to Plum Island, supporting an existing trend of conversion of summer cottages to year-round homes. Development activity has continued, although the overall rate of growth has seemingly slowed.

Zoning

The City of Newburyport first adopted zoning in 1941 with **Table I-3** listing the City's districts. In addition to the listed districts, the City has adopted several overlay districts that serve to add additional protections, uses and or regulations for specific areas and neighborhoods.

Table I-3: Zoning Districts, 2015

Name		Description
Agricultural / Conservation (Ag/C)		Intended to serve a dual purpose – protection of existing agricultural land and restriction on development for lands with soils that have poor to moderate capabilities for supporting onsite sewage systems. Intensive land uses, uses that would detract from the desired agricultural/open nature of the district, and uses which would otherwise interfere with the intent of the district are prohibited.
Business Districts	B1	Intended to allow all types of customary business uses oriented toward either pedestrian and/or vehicle traffic. It also allows multifamily residential dwellings either alone or in combination with business uses.
	B2	The downtown business district includes retail, service, office and residential uses, at a scale intended to reinforce downtown's role as the focus of activity in Newburyport. Mixed-use development is encouraged, such as the combining of residential and business uses. Activities are oriented to pedestrian traffic and to centralized parking. Businesses which consume large amounts of land and interrupt pedestrian circulation and shopping patterns, single- and two-family principal buildings or uses which would otherwise interfere with the intent of this ordinance are prohibited.

Name		Description
	B3	The neighborhood business district consists of neighborhood businesses in proximity to residential uses and serves as a transitional zone between business and residential districts.
General Acute Medical Care (GACM)		This district accommodates a general acute care hospital, a medical / dental professional building and associated and related uses.
Industrial Districts	I1	Allows uses requiring the manufacture, assembly, processing or handling of materials that, because of their operations would be disruptive to residential and other commercial uses. Commercial uses intended to service the industrial areas are also permitted.
	I1B	This district was created to allow the development of corporate office headquarters in the city. This zoning allows for a needed use/occupancy which the I-1 zoning district does not allow, specifically, corporate headquarters. The objective is to provide diversification in employment opportunities. Light manufacturing uses similar to those allowed in the I-1 district are also allowed, but the corporate headquarters type uses are preferred.
	I2	The intent of this district is to protect the existing, older "pockets of industrial development" within the business and industrial park area and allow them by-right. Non-industrial uses are allowed by special permit.
Residential Districts	R1	Single-family zoning.
	R2	Single- and Two-family zoning. Two-family structures require a Special Permit
	R3	Multi-family zoning that allows for single, two-family, and multifamily units at no greater than six (6) units per structure and generally fewer than ten (10) dwelling units per acre.
Waterfront Districts	WMD	The Waterfront Marine Dependent district is intended to protect and enhance existing marine-dependent and marine-related uses along the waterfront as well as to allow the expansion of such uses and the redevelopment of non-marine uses into marine-related ones.
	WMU	The Waterfront Mixed Use district is intended to encourage the development of marine, civic, tourism and cultural land use activities which benefit from the location of the central waterfront and to enhance this area as the civic and cultural center of the City.

Source: Newburyport Zoning Ordinance

Infrastructure

Transportation Systems

Newburyport has several established transportation systems that service all areas of the City and offer many options to both residents and visitors navigating to, from and within the City's borders. Newburyport's location provides easy access to Route 95, Route 1, Route 1A, Route 113, and an MBTA commuter rail station. The Merrimack Valley Regional Transit Authority provides bus service to Haverhill, while C & J Trailways runs buses to Logan Airport and downtown Boston. The Council on Aging van meets certain local travel needs of seniors. Taxis and seasonal pedi-cabs serve residents and visitors. A pedestrian and bicycle trail links the train station with downtown and riverfront parks, and an envisioned second phase through the South End will provide a complete loop. Bicycle lanes run to Plum Island and along High Street. The small, historic Plum Island airfield

provides the opportunity for a few residents to depart and arrive by small airplane. Active marinas and docks also allow boaters to use the Merrimack River as an access point to the city.

Parking

Parking has been an issue downtown and in nearby densely developed older neighborhoods, especially on "snow days" when street parking is not allowed, and during summer weekends and festivals. Providing adequate and convenient parking for shoppers is a key issue in future plans for the Central Waterfront as community members and planners weigh the appropriate balance between open space and new development. Many residents depend on open lots for off-street parking during snow emergencies. In May 2011, the city instituted a paid parking program at public parking lots throughout downtown and on the waterfront to encourage more frequent turnover of parking spaces and increase opportunities for more short term parking. Current regulations are codified by two-year agreements between the city and the Newburyport Redevelopment Authority, and between the city and the Newburyport Waterfront Trust. The City, the Merrimack Valley Regional Transit Authority and a private landowner are partnering to construct a downtown intermodal parking garage, which will be partially funded with state monies.

Water Supply Systems

The City's drinking water comes from both surface water and groundwater supplies. Surface waters, which make up 80 percent of the water supply, include the Indian Hill Reservoir in West Newbury, the Artichoke Reservoir in West Newbury and Newburyport, and Bartlet Spring Pond in Newburyport. Surface water is treated at the water treatment plant on Spring Lane next to Interstate 95. Groundwater, which makes up 20 percent of the city's drinking water, is supplied by two gravel packed wells (Well #1 and Well #2) located along Ferry Road in Newburyport. The water supply system recently underwent a multi-phase $18.75 million upgrade that included regular maintenance as well as improvements to meet future water demand.

Sewer Service

Just as the City provides water service to virtually the entire city, so it provides sewer service. The City has recently completed substantial improvements to its Wastewater Treatment Facility at the river's edge on Water Street. The project included some remediation/removal measures for petroleum contaminated soils on the site; the creation of pedestrian access along the riverfront through the Massachusetts Chapter 91 licensing process. Sections of a granite-capped wharf wall, part of the William Coombs Wharf, will be reinstalled at grade and interpreted by signage as part of the city's expanded Harborwalk. The current design capacity of the wastewater treatment plant of 3.4 million gallons per day should be adequate to meet future flow and pollutant load demands in the 20-year period. The City's sewer-use ordinance requires future developments to supply their own wastewater pumping and collection systems.

Education

The Newburyport Public Schools completed a five-year strategic plan that outlined goals to reflect specific school improvements that would define the course of action for the upcoming years. The strategic plan is comprised of three distinct sections: Learning, Community and Wellness. These concepts also led to subtle but important changes to the District's Mission Statement that now reflects the most important core values and the three major themes of this new strategic plan. The Mission Statement perspective was also changed from an "our schools" orientation to an "our students" point of view, and is as follows:

The Newburyport Public Schools are committed to the intellectual, physical, social development and engagement of every student. Within a culture of high expectations for individual and group learning, our students experience rigorous academic challenge, are intellectually curious, and express themselves creatively. Our students enhance their well-being by applying knowledge and skills about nutrition, fitness and healthy behaviors.

Our schools are an inclusive and supportive community. As part of this community, our students demonstrate values of personal integrity, sensitivity and social responsibility. Our schools partner with parents and community in significant ways to help achieve this mission. Members of our school community - teachers, parents, staff, and administration - support this mission every day, in every classroom, on every field of play, and in every activity.

CHAPTER 3
A Ten-Year Vision

Community Vision Statement

Newburyport is a place that is rich with heritage and resplendent in natural beauty. The citizenry is active and has a strong sense of community. The economy is diverse with a thriving downtown along the waterfront, a retail center in the West End and an industrial and business park nestled along the Newbury border. As a community, we will continue to build upon our strengths and make conscious decisions about where to encourage development and where to protect our natural resources, how to encourage housing diversity while preserving our historical assets, how to allow for job creation through the fostering of an economically-diverse environment, how to support our families and enrich our educational system, and also how to provide for artistic and cultural enrichment for the community and visitors alike.

In looking forward to the next ten years, we envision a Newburyport that continues on the path that we have already begun to take toward a balanced, sustainable community. We want to see the character of our community protected while welcoming change. The City sees its architectural and maritime heritage preserved, its downtown strengthened as a retail and cultural center, its waterfront celebrated, and its residents thriving. We hope that when the goals in this Plan are met, Newburyport will be a community that:

- Protects the character of its neighborhoods while encouraging appropriate growth in both the residential and commercial sectors so that the diverse needs of the community are met;
- Supports its economic base and local employment opportunities in the downtown, the Newburyport Business & Industry Park, Anna Jacques Hospital and the Storey Avenue commercial center;
- Ensures that housing development meets the needs of the entire community that is available and affordable to all as well as being designed in such a way as to respect the surrounding neighborhoods;
- Alleviates traffic congestion through thoughtful planning and parking needs of both residents and visitors are addressed;
- Creates a system of sidewalks and trails to provide a network within and between neighborhoods, commercial area, and public facilities that meets the needs of all age groups and physical capabilities;
- Preserves open space, enhance our recreational spaces and promote the protection of our natural resources and utilizes renewable energy sources in both the public and private sectors;
- Markets its downtown as a cultural destination and supports our existing cultural, arts and historical assets as well as welcomes new assets to our community;
- Offers superior public education with a diverse educational program that enables the children of our community to thrive.

These are lofty goals, ones that many communities strive to achieve. The Master Plan approaches these goals comprehensively, recognizing that through the formation of positive partnerships, new ideas arise, collaborations are strengthened and solutions are found. As the City and the community work to implement the actions listed in the Plan we must be cognizant of our interconnectedness and continue to support one another to guarantee that Newburyport remains a thriving community that is socially, economically and financially diverse and environmentally responsible.

CHAPTER 4
Land Use Planning & Development

The Land Use chapter examines past development trends and current land use patterns within Newburyport. Land use refers to the physical arrangement of a community's residential, commercial, industrial and institutional development, along with its transportation network, infrastructure, open space, conservation lands, and undeveloped land. Examining spatial development patterns, rates of change and other land use trends can provide insight into how the City evolved under varying social, economic and environmental conditions, and be instructive in determining how to allocate land most efficiently for future land use needs. Understanding land use change within a community is a key aspect of the overall Master Plan, and forms the basis for discussion regarding the future direction of the City.

Land use planning is related to, but not the same thing as, zoning. In the early 20th century, local governments began to adopt zoning ordinances as a means for regulating the type, amount, and location of development; Newburyport adopted its zoning code in 1940. While land use planning is a broad concept, zoning is used to implement land use planning initiatives. It is a specialized tool that local officials use to protect the public interest, balance private property rights and provide for orderly growth and change.

Policy decisions about the community's land use, including zoning code revisions, will directly impact all other elements of this Plan. Several key ideas recur throughout this chapter, including:

- The protection of Newburyport's existing, historic development patterns;
- Preservation of the City's significant, natural, scenic, and agricultural lands;
- The importance of directing future growth towards existing developed areas such as the downtown, Storey Avenue and to land near the MBTA commuter train station;
- Improving the City's fiscal health through strategic land development; and
- The need to guide both new development and redevelopment in a manner that respects the City's history and existing community character.

Section A: Newburyport's Development History

The City's earliest habitation included summer camps of Native Americans who came to the shores of the Merrimack for clamming, fishing and regional festivals. Newburyport's earliest permanent European settlements mirror those of other coastal communities that were established during the same period like Salem, Marblehead and Portsmouth, New Hampshire. Originally part of the Town of Newbury, Newburyport separated from the more agricultural community in 1764 as its character became more often defined by its maritime activities. Newburyport continued to urbanize, and adopted city government in 1851, while its neighbors Newbury and later West Newbury remained principally rural.

The City's social, political and economic character was shaped by maritime trade in the last half of the 18th and the first half of the 19thcenturies. Its architecture and land use patterns were similarly influenced. Later in the 19th century, as maritime trade subsided, the City saw the construction of large mills; distinctive brick structures that have since been converted to other uses. Railroad lines were added, including a narrow right-of-way looping through the South End to the Central Waterfront.

These patterns continued as the era of maritime trade and small harbors as well as the industrial era came to an end and Newburyport entered a long period of decline that stretched through the Great Depression and into the 1960s. The downtown suffered during this decline, with efforts beginning in the 1960s to restore its downtown and renew its vitality. Amendments to the urban renewal plan in the early 1970s set in motion the preservation, rather than the replacement, of the historic downtown. It was this restoration-oriented urban renewal initiative that provided the basis for Newburyport's current success as an appealing place to live.

The construction of I-95 in the 1950s spurred the development of shopping plazas nearby on Storey Avenue, transforming that portion of the City. In the 1960s, in the northeast corner of the Common Pasture, the City established an industrial park, today's Business and Industrial Park. At the same time, single-family residential development extended into the City's West End and housing density increased on Plum Island. Older residential neighborhoods, especially the South End, suffered from disinvestment.

In the 1970s, revitalization of downtown businesses in architecturally-significant buildings, coupled with the clean-up of the Merrimack River, expansion of the marinas and improvement of the waterfront parks in the 1980s transformed the downtown and its riverfront. Over the decades, Newburyport has shifted from a manufacturing- and industry-based economy to one based on the service and tourism industries. Over the same period, home values, including in once-poor neighborhoods, have grown faster than the rate of inflation.

More recently, restoration of commuter rail service to Boston in the late 1990s prompted new housing development, as did the provision of municipal water and sewer service to Plum Island in the early 2000s. The expanded services have fueled the trend of conversion of summer cottages on the island to year-round, larger homes. Development continues throughout the City today, although the overall rate of growth has slowed, likely due to the limited developable land remaining.

Section B: Existing Conditions

Current Land Uses

Newburyport has a mix of land uses as depicted in **Table LU-1** below. At approximately 41 percent, the highest percentage of acreage in the City is that of tax-exempt lands, which includes lands owned by the municipality, religious institutions, tax-exempt organizations, the state, and federal government. Exempted land is followed closely by residential land, which comprises approximately 35 percent of the City's total acreage. These top two land use classes are significantly larger than the remaining three classes, industrial, agricultural land and commercial land uses, with 10 percent, 9 percent, and 5 percent respectively.

Residential Land

As shown in Table LU-1 below, just over 35 percent of the City's land is used for residential purposes. Except in the Business and Industrial Park, residential uses are spread throughout the City with the highest density of homes located within and around the downtown. The majority of the City's residential structures featuring three units and more are located in this same area. Two-family homes are interspersed in the neighborhoods bordering the core downtown. While single-family homes are located throughout the City, there are high concentrations of them located in the West End where single-family development is the only allowed development by-right. Of the total residential land area, approximately 81 percent is utilized for single-family residences. An overwhelming majority of homes in Newburyport are detached single-family. The remaining percentage of residential land is predominantly comprised of two-family homes (5 percent) and condominiums (14 percent), with other types of residential uses, such as three-family homes, multi-unit buildings with at least

four units, and rooming houses, making up the rest. Residential structures on Plum Island, historically summer cottages, are being demolished and reconstructed into larger, single-family, year-round residences, increasing the overall density of both structures and people on the Island.

Commercial Land

Commercial land makes up approximately 5.3 percent of total land area in Newburyport. The City has a diverse commercial base comprised of restaurants, retail shopping, hotels and inns, financial establishments and service type businesses. Shopping center and retail plaza development is prevalent along Storey Avenue (Route 113). Office space exists within the downtown business core, as well as at the eastern side of the Business and Industrial Park. Smaller scale retail businesses are found in the downtown, with few remaining neighborhood-style retail and service areas sprinkled throughout the residential areas. Commercial development is generally concentrated in the following areas:

Downtown The historic commercial and civic center of Newburyport provides a variety of retail, professional office and service businesses. In addition to commercial and retail uses, the downtown includes government services including City Hall, the Newburyport Public Library and the U.S. Post Office. This commercial core of the City features small specialty shops and restaurants along brick-lined sidewalks and, while vehicles circulate throughout the area, the downtown is pedestrian-oriented.

Storey Avenue Route 113, known locally as Storey Avenue, is a major retail corridor for Greater Newburyport. Commercial land use patterns along the corridor consist of a broad mix of shopping centers, banks, gas stations, grocery stores, pharmacies, fast food establishments and service type businesses. The commercial uses found here complement those found in the downtown. The most densely developed portion of Storey Avenue is located immediately to the east of Interstate 95, with two large-scale retail complexes tenanted by chain pharmacies, grocery and clothing stores.

Business and Industrial Park The City amended its Zoning Ordinance in 2007 and again in 2015 to allow more office uses, first in the I1B zoning district located to the east of Henry Graf Jr. Road and then in the whole of the Business Industrial Park.

Industrial Land

Approximately 446 acres, or just less than 10 percent, of the City's land is an industrial use. This use includes utilities, manufacturing, research and development facilities, warehouses and wholesalers. The majority of these establishments are located within the Business and Industrial Park, which is roughly bounded by Hale Street, Low Street, Newburyport Turnpike (Route 1), and the Newbury border. There is also industrial land located on the north side of Hale Street, and on Merrimac Street near Ashland Street in the North End.

Exempt Land Uses

The City's tax-exempt land uses consist of government, charitable, religious and educational properties, which together occupy approximately 41 percent of the City's land area. The City of Newburyport owns 863 acres of

land, approximately 20 percent of all acreage in Newburyport. The state and federal governments own almost 600 acres (13 percent) and charitable organizations and other non-profits own the remaining exempt acreage (8 percent).

Agricultural Land Uses

There are approximately 392 acres of land that is either assessed or protected by state law (MGL Chapters 61, 61A or 61B) as agricultural land. Agricultural lands are subject to significant development pressure for conversion to residential uses, which puts a strain on the remaining farmland in the City.

Table LU-1: Current Uses of Land

Class	Acres	% Total City Acreage
Residential		
Single-family	1,271.67	28.26%
Two-family	71.81	1.60%
Three-family	13.35	0.30%
Condominiums	208.79	4.64%
Mobile homes	0.00	-
Four to eight unit apartments	17.77	0.39%
Apartments with more than eight units	2.89	0.06%
Rooming and boarding houses	0.23	0.01%
Other	8.74	0.19%
Total:	**1,595.25**	**35.45%**

Table LU-1: Current Uses of Land (Continued)

Class	Acres	% Total City Acreage
		Commercial
Hotels, Motels, Inns, and Nursing Homes	16.50	0.37%
Storage Warehouses and Distribution Facilities	35.64	0.79%
Retail Trade	63.67	1.42%
Auto-related Uses	19.13	0.43%
Banks, General and Medical Offices	19.99	0.44%
Indoor and Outdoor Recreational Facilities	42.72	0.95%
Other	40.65	0.90%
Total:	**238.30**	**5.30%**
		Industrial
Manufacturing, R&D	344.90	7.67%
Public Utilities	56.94	1.27%
Other	44.72	0.99%
Total:	**446.56**	**9.93%**
		Exempt land
Municipal	862.93	19.18%
Colleges, Churches, NRA, Housing Authority, Charitable Orgs.	161.02	3.58%
State/Federal Land	593.89	13.20%
Other	208.86	4.64%
Total:	**1,826.70**	**40.60%**
		Agricultural
Agricultural	392.50	8.72%
Total:	**392.50**	**8.72%**
Combined Total:	**4,499.31**	**100.00%**

Source: Newburyport Assessor's Database, 2015

Land Preservation Priorities

As development pressures continue in this significantly built-out community, there is a counter-pressure to preserve the remaining existing open spaces and seek to protect lands that are being threatened by development. In order to preserve Newburyport's scenic vistas, heritage landscapes, wildlife habitat and lands bordering its water supply, it is important to guide future development to appropriate locations, maximizing density in some areas, and minimizing the effects on the natural environment and preserving open space corridors and recreational opportunities. The City encourages development in distinct areas that are currently underutilized like the Storey Avenue corridor, the lands near the MBTA commuter rail station and the Route 1 traffic circle. Newburyport's 2012 Open Space and Recreation Plan lists the various parcels prioritized for preservation; as funds from the City's Community Preservation Fund allow, these parcels are being acquired and permanently protected.

Limited Developable Properties, Increasing Land Values and Decreasing Affordability

Most prime properties have been developed, leaving fewer available parcels that are free from development restrictions and/or environmental complications, such as wetlands. As a result, it has become increasingly challenging to locate residential development opportunities, especially for housing that is affordable. Because the demand for the limited amount of developable property is pushing the value of land ever higher, it is all the more important that any new units created help diversify the housing stock by including rental and ownership housing that is affordable to working individuals and families.

In 2013, the City adopted its Housing Production Plan which identifies strategies to provide more opportunities for affordable housing development. Additionally, the City has adopted a Chapter 40R Smart Growth Overlay District in which a minimum of 25 percent of all residential units created must be affordable to individuals and families earning 80 percent of the Area Median Income (AMI). The City's Affordable Housing Trust and Community Preservation Committee are also supporting the creation of affordable housing throughout the City through their grant programs. While these efforts are resulting in the creation of new units, Newburyport remains under the state-mandated goal of providing at least 10 percent of its housing stock as affordable housing, as defined by the Massachusetts Department of Housing and Community Development. Currently, approximately 7.6 percent of Newburyport's housing stock is listed on the Massachusetts Subsidized Housing Inventory (SHI).

"Smart Growth" and Sustainable Development

As a Green Community, Newburyport continues to make strides in its efforts to incorporate smart growth principles, low-impact development techniques and sustainable development practices into every facet of its permitting processes and municipal activities. Since its Green Community designation in 2010, the City has adopted the Stretch Code (780 CMR, Appendix 115 AA), which requires builders to meet higher energy efficiency standards than found in the basic Massachusetts Building Code. The higher density and walkable development pattern in Downtown Newburyport inherently enjoys a high degree of sustainability. New development must mimic these patterns and create compact, sustainable, walkable and vibrant new neighborhoods. Compact development with adequate municipal infrastructure using sustainable construction techniques and materials along with water conservation and energy efficiency are a central goal when reviewing development and redevelopment proposals. For example, through the Chapter 40R Smart Growth district, the City seeks to concentrate new, mixed-use development on sites in close proximity to the MBTA commuter rail station. These sites will feature a mix of residential and non-residential uses, pedestrian-oriented design and connectivity, transportation choice, and high quality urban design.

Protection of Community Character

The architectural, cultural, economic, political, and social history of the City of Newburyport is one of its most valued and important assets. The City's history is partly embodied in the Federal and State Newburyport Historic District, which was listed on the National and State Registers of Historic Places in 1984. The City set a national precedent by using urban renewal funds for historic rehabilitation and preservation in revitalization of downtown. This prompted a renaissance for the entire City, including the neighborhoods adjacent to and branching out from downtown. The preservation and enhancement of the community's character are critical to the preservation of its heritage and land values and benefits the general welfare of its residents and property owners.

In 2014, the City adopted two zoning overlay districts, one focusing on the demolition of historic structures within the boundaries of the National Register Historic District and the other focused on preserving the historic character of the downtown and its structures. The Demolition Control Overlay District (DCOD) and the Downtown Overlay District (DOD) seek to recognize, protect and preserve the land use patterns of the downtown and the surrounding residential neighborhoods as well as their architecture and social heritage through additional regulations.

Section C: Zoning Overview

Newburyport regulates development through zoning, subdivision control, Board of Health and wetlands regulations. Zoning is the most important of these regulatory tools. In a densely-developed, mature community like Newburyport, a zoning ordinance's capacity to steer redevelopment is as important as its capacity to guide the development of vacant land. At the time of the writing of this Plan, the City is in the process of rewriting the Zoning Ordinance with a focus on streamlining permitting processes, eliminating redundancies and discrepancies, and investigating amendments that will address many of the key issues identified in this Plan.

Newburyport's existing zoning framework includes thirteen (13) conventional use districts and eight (8) overlay districts (see Map A-1: Newburyport Zoning in the Appendix). A use district is a geographic area delineated on a zoning map and designated for specific land uses. An overlay district, also delineated on a zoning map, may encourage or limit certain uses within one or more districts, depending on the purposes of the overlay. See **Table I-3** in **Chapter 2** for a description of each zoning district. Each zoning district has dimensional and use requirements; many uses are by-right and others require a special permit, i.e., an approval granted at the discretion of either the Zoning Board of Appeals or the Planning Board. At present, the Newburyport Zoning Ordinance is being revised for clarity and simplification and the following information is subject to change.

Table LU-2 below depicts the acreage for each existing zoning district within Newburyport. Approximately 47 percent is zoned for residential use, with 19 percent zoned specifically for single-family residences. Commercial zoning districts (B1, B2 and B3) cover approximately 3 percent of the City, while 16 percent is zoned for industrial uses. Lands within the various overlay districts total 1,345.44 acres, which is approximately 25 percent of the City's total land area.

Table LU-2: Zoning District Classifications

Zoning District	Acres	Percentage of Total Land Area
Agricultural and/or Conservation (Ag/C)	1,588.27	30.02%
Business One (B1)	116.54	2.20%
Business Two (B2)	44.86	0.85%
Business Three (B3)	19.94	0.38%
General Acute Care Medical (GACM)	19.93	0.38%
Industrial One (I1)	396.52	7.50%
Industrial One B (I1B)	443.07	8.37%
Industrial Two (I2)	21.06	0.40%
Residential One (R1)	1,018.12	19.25%
Residential Two (R2)	948.45	17.92%
Residential Three (R3)	530.12	10.02%
Waterfront Marine Dependent (WMD)	111.17	2.10%
Waterfront Mixed Use (WMU)	32.16	0.61%
Total:	**5,290.21**	**100.00%**
Overlay District	Acres	Percentage of Total Land Area that is Overlay Districts
Demolition Control Overlay District (DCOD)	750.19	14.18%
Downtown Overlay District (DOD)	77.15	1.5%
Federal Street Overlay District (FSOD)	1.64	Trace %
IB Residential Overlay District (IB-ROD)	21.97	0.42%
Medical Marijuana Overlay District (MMOD)	99.93	1.89%
Plum Island Overlay District (PIOD)	325.21	6.15%
Smart Growth Village Overlay District (SGVOD)	49.39	0.93%
Towle Complex Redevelopment Overlay District (TCROD)	8.76	0.17%
Waterfront West Overlay District (WWOD)	11.20	0.21%
Total:	**1,345.44**	**25.43%**

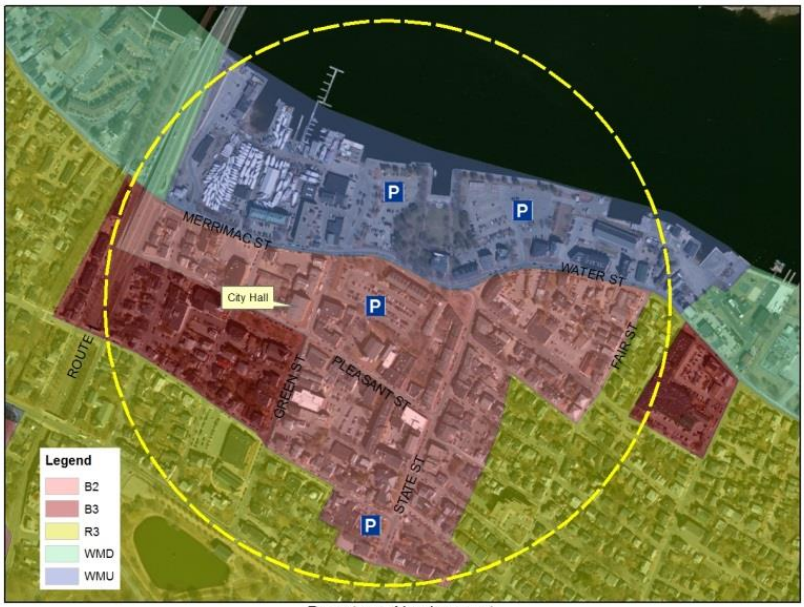
Source: City of Newburyport GIS

Section D: Newburyport's Neighborhoods

Downtown Newburyport

In 1960, the City of Newburyport established the Newburyport Redevelopment Authority (NRA), whose charge was to revitalize what was then a deteriorated downtown. During much of the 1960s, the prevailing viewpoint, as expressed in a 1964 *The Daily News* article, was that the City's historic buildings downtown were "lost years ago to the elements and are now beyond repair." An early plan called for wholesale demolition of 22 acres downtown and on the central waterfront. Most demolition was completed on the central waterfront, with 67 buildings demolished by 1968.

Map LU- 1: Downtown Newburyport



Downtown Newburyport

The NRA amended its urban renewal plan to facilitate historic preservation instead of demolishing historic buildings in response to objections by dedicated and concerned citizens and public officials. After a public hearing in 1970, the necessary City and State approvals were obtained, the Newburyport Historical Commission submitted an application to list an historic district on the State and National Registers of Historic Places, and the NRA filed a grant application to the U.S. Department of Housing and Urban Development (HUD) for funding to rehabilitate and preserve historic buildings downtown. After initially rejecting the application, HUD approved funding in 1971, as a result of the listing of the Market Square Historic District on the State and National Registers of Historic Places. During the following decades, the NRA's Urban Renewal Plan for downtown required the rehabilitation and preservation of historic buildings subject to its control. Newburyport set a national precedent by using urban renewal funding for historic rehabilitation and preservation. The consequent revitalization of downtown catalyzed a renaissance for the entire City.

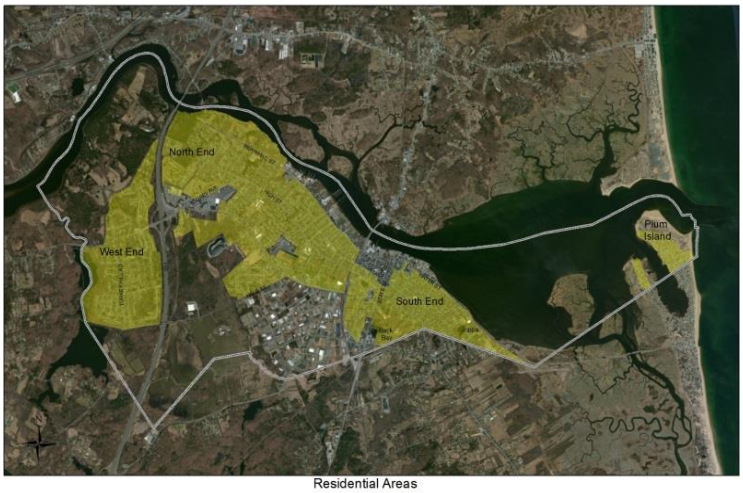
The Urban Renewal Plan for downtown expired in 2005 and no longer has any regulatory effect. Deed restrictions placed on historic buildings formerly subject to that plan to ensure their preservation are no longer enforceable. Historic structures of downtown were being threatened by imminent demolition and potentially inappropriate restoration and rehabilitation. Consequently, the City adopted land use controls (described in Section B, above) to preserve the City's heritage and land values to benefit the general welfare of its citizens and property owners.

Today, the dense heart of downtown is characterized by its historic streetscape filled with restaurants, shops and residences and its proximity to the scenic waterfront. Not only is the downtown a hub of civic and cultural activities, it is a draw for visitors from around the region and beyond as the natural progression from a maritime-based trade to one of tourism occurred. This vibrant evolution can be attributed to the trend-setting, restoration-oriented version of urban renewal that nurtured Newburyport's current success as an attractive place to live, work and visit.

Residential Areas

The term "residential area" covers a wide range of living environment with possible one-family, two-family, multi-family and mixed-use structures located in dense urban confines, on larger suburban lots, as well as developments and clusters with many possible permutations. Newburyport has several residential areas that are quite distinct in their design and physical characteristics. The location, time of primary development and even original purpose influences the individual area.

Map LU- 2: Residential Areas



Residential Areas

The South End was settled early and ultimately clustered around waterfront businesses such as ship building, commerce and, with the arrival of the industrial revolution, large mills. This was a time of limited transportation opportunities other than those provided by human and horse locomotion. The North End shares similar origins to the South End, although with a lesser impact from commerce and with fewer mills. These areas while having some unique characteristics share more in common by way of density and architecture.

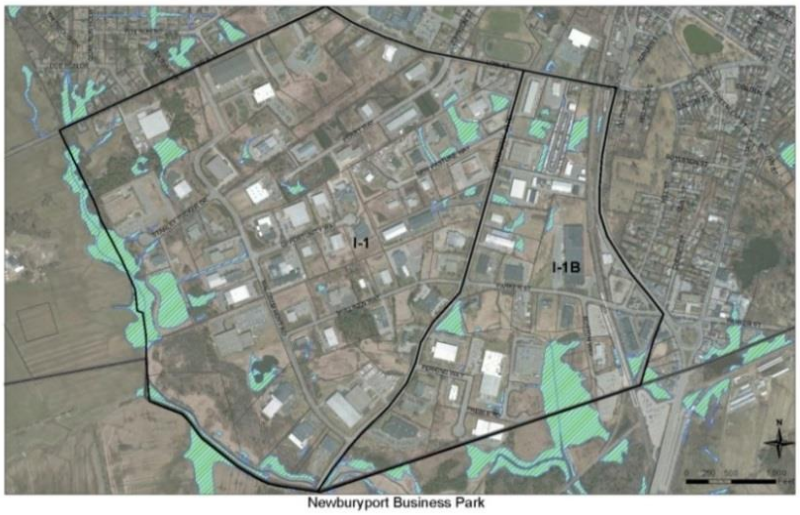
There are areas of the North End that bracket the World War II period, but lot size, and to some extent, architecture is more reflective of the general North End. In contrast, the West End's primary development occurred after World War II, as evidenced by Post-War architecture and larger lot sizes.

Plum Island's residential origins are unique as much of the area was laid out in 1920 by the Plum Island Beach Company as the location for small weekend residences/camps for fishing and other marine-based activities. This heritage carries over to today with the original platting underlying the more intense build-out that has since occurred through combining lots and building much larger structures than originally envisaged.

The Back Bay neighborhood is also unique in that it combines some streets and residences from the late 19th century with significant redevelopment of land that constituted a railroad right-of-way, freight yard and passenger station. This particular rail line was totally abandoned just prior to World War II with residential development of that property beginning after the war and extending into the 1950s and 1960s.

Newburyport's Business and Industrial Park

Map LU- 3: Business and Industrial Park



Newburyport Business Park

A non-profit group called the Newburyport Association for Industrial Development (NAID) first established the Business Park in the 1960s. The City has long encouraged development at the Business Park to provide jobs for area residents, and a growing source of property tax revenues to fund city services.

A countervailing consideration has been the area's location beside the Little River, a tributary of the Parker River, and the presence of numerous areas of wetlands and floodplains. Economic development and environmental protection are not mutually exclusive, however. With careful

planning, the Business Park can support growth without significant adverse impacts on the environment.

In 2004, a committee of City officials, residents and business owners published a *Strategic Land Use Plan: A Strategy for Conservation and Development*, which included the Business Park as part of a larger study area. Although that plan is now a decade old, much of its findings and recommendations remain relevant today. Few of its recommendations have been implemented to date, with the important exception of creating the Chapter 40R Smart Growth District near the MBTA commuter rail station and Route 1 traffic circle, in 2015.

Storey Avenue

Map LU- 4: Storey Avenue Corridor

Storey Avenue Corridor

Storey Avenue is a gateway to Newburyport. Currently, it is a heavily-trafficked commercial thoroughfare that connects the City's West End and Interstate 95 to the rest of the City, including its historic downtown. The Storey Avenue corridor is currently lined with vehicle-intensive uses, including gas stations, supermarkets, drive-through fast-food restaurants, banks and pharmacies that provide an alternative, though complementary, shopping location to downtown. Through the years, this corridor has developed to serve private vehicles, at the sacrifice of public transit, pedestrians and cyclists.

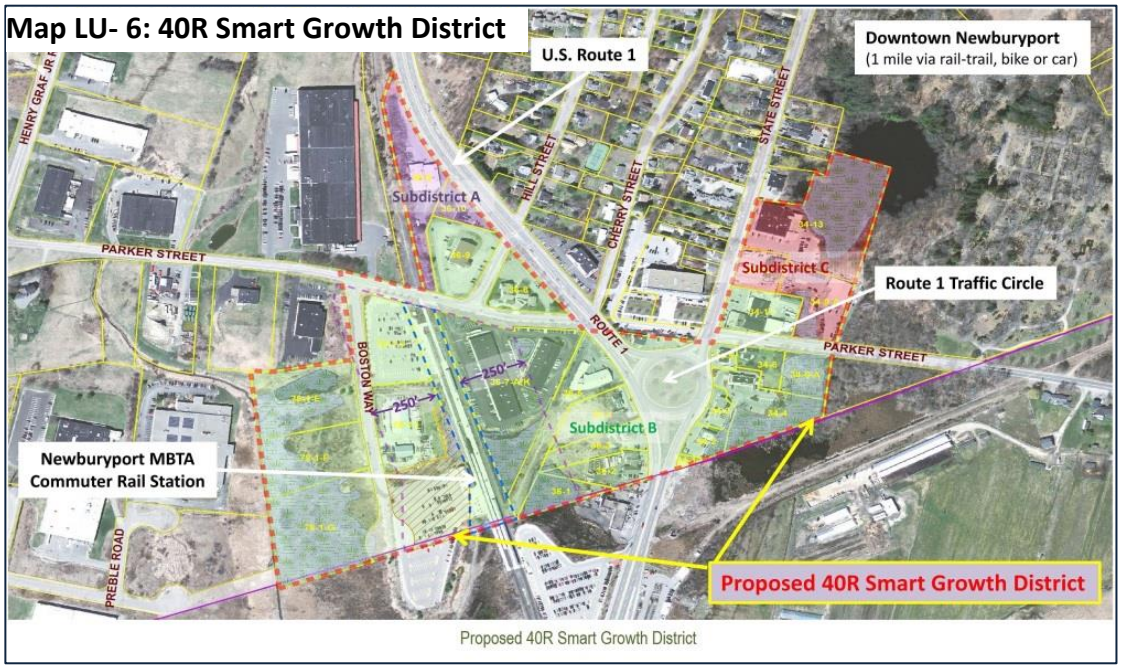
Route 1 and the Route 1 Traffic Circle

The Route 1 traffic circle and Route 1 beyond represents another gateway to the City, one that is likely to experience the most change over the coming years. For more than a decade, redevelopment of this area has been discussed to create a new business and residential area with its own sense of place, based upon the availability of public transportation and complementary to the downtown.

Currently, the Route 1 traffic circle is dominated on the north by the Newburyport District Court and on the south by the Route 1 bridge over the MBTA rail line. The remainder of the circle consists of small retail and service businesses, primarily in stand-alone, single-story buildings. An existing rail line terminates at the MBTA Commuter Rail station between the Business and Industrial Park and the traffic circle. The former rail right-of-way continues north to the Merrimack River, and north of Parker Street, and has been transformed into the Clipper City Rail Trail, able to take users directly to the City's waterfront downtown.

Route 1 Area

Since 1999, the Massachusetts Bay Transportation Authority (MBTA) has provided commuter rail service to Newburyport, terminating in a station at the easterly edge of the Business and Industrial Park area, and adjacent to the Route 1 traffic circle. Commuter parking lots are provided on both the easterly side of the railroad tracks (accessed from Route 1) and the westerly side (accessed from Parker Street). A significant feature of this area is its massive amount of impervious surface. These already disturbed areas lend themselves to more efficient and effective development patterns that can enhance the appearance of this area, as well as make it more valuable and more accommodating to pedestrians and cyclists.



Proposed 40R Smart Growth District

In 2015, the City adopted a Chapter 40R Smart Growth Overlay District near the MBTA station and the Route 1 traffic circle, to facilitate the development of multi-story, mixed-use buildings with a much greater total floor area than base zoning allows. Uses permitted by right in the overlay district include retail, office, and residential, supported by shared parking, and interconnecting walkways to the MBTA commuter rail station and to the Clipper City Rail Trail. Residential projects must include a 25-percent affordable component. New jobs, new housing, and tax base growth in this area will complement the City's historic core and replace large surface parking lots with productive buildings and uses.

Section E: Future Land Use Options

A build-out analysis is a land use planning tool used to help a community understand the impacts of developing available land to the capacity allowed under current zoning. While build-out studies are useful, they cannot predict whether or exactly how full build-out will occur. The City may never reach full build-out of vacant and under-developed land, as this depends on many factors, such as the macroeconomic climate and environmental conditions that are generally outside a community's control.

A build-out analysis can help a community to identify changes that are needed in its Master Plan, Zoning Ordinance and other development policies and regulations. In its simplest form, a build-out analysis looks at land area that is currently developed, developable land area and vacant land area that is subject to absolute development constraints, such as open water, wetlands, or parcels of dedicated or permanently protected open space.

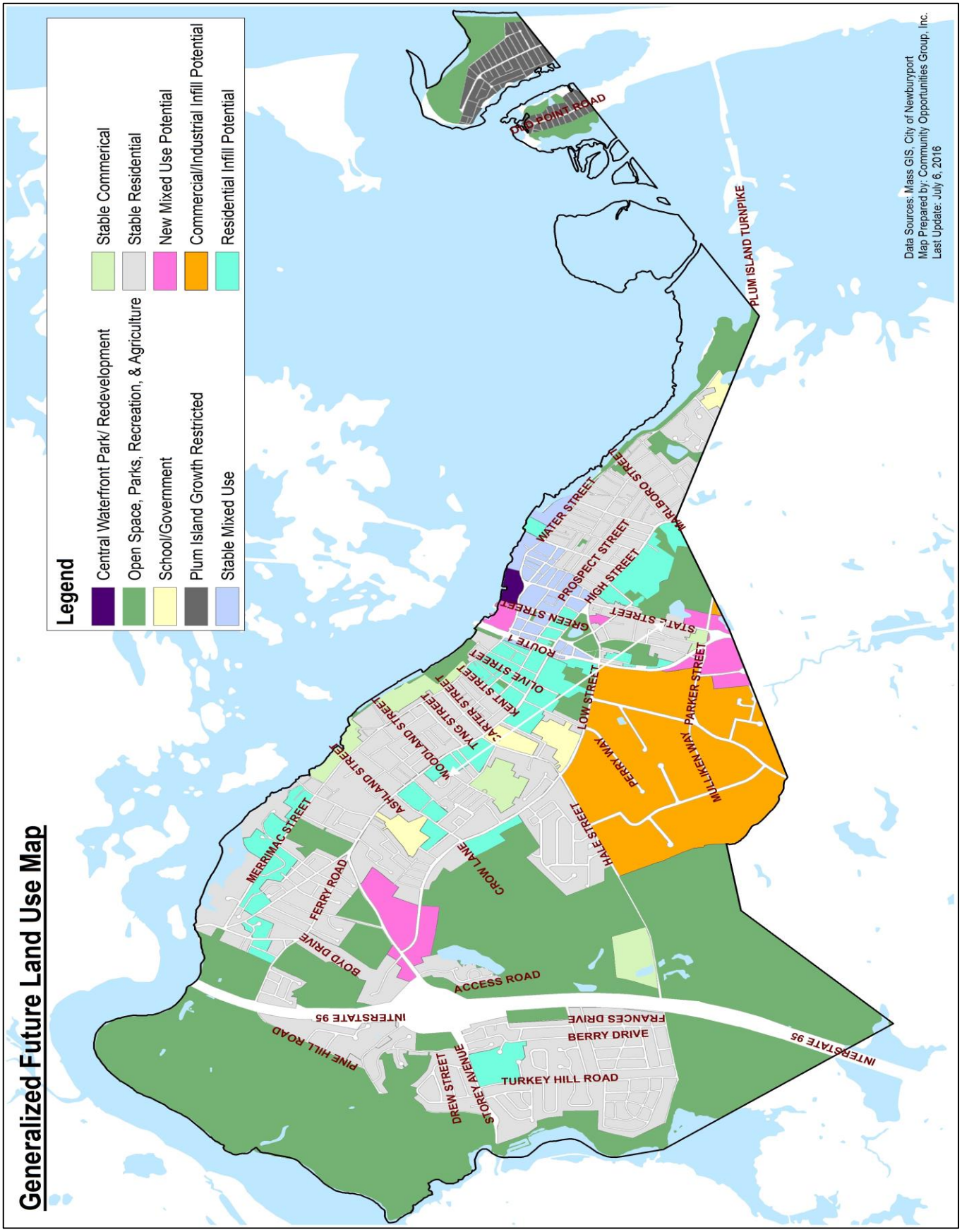
Table LU-3: Newburyport's Developable Parcels
Source: City of Newburyport's Assessor's Database/GIS

Zoning District	# of Parcels	Acres
Business 1	3	1.54
Business 2	1	1.36
Industrial 1	4	17.95
Industrial 1B	3	8.89
Residential 1	11	9.47
Residential 2	20	15.67
Residential 3	16	7.19
Waterfront Marine Dependent	4	2.93
Waterfront Mixed Use	2	0.45
Total:	**64**	**65.44**

Applying the dimensional regulations of the current Zoning Ordinance, according to Newburyport's Assessor's Office and listed in **Table LU-3**, there are 64 developable parcels for a total of approximately 65 acres of developable land. The Assessor's Office, in consultation with the Building Department and the Planning Office, determines that a parcel is "developable" if it meets applicable zoning requirements for land area and minimum street frontage. There are vacant parcels within the City that are not included in **Table LU-3**, but this does not necessarily preclude them from being developed in the future; special permits and/or variances granting dimensional relief could convert an undevelopable parcel to a developable one.

Based on existing zoning, the City's residential districts (R1, R2, and R3) could accommodate up to 128 new units of single-family housing, not factoring in environmental limitations such as the presence of wetlands or unfavorable topographical or soil conditions. Because the City's housing needs exceed 128 single-family homes, as determined by its 2013 Housing Production Plan, more efficient housing development and infill redevelopment will be necessary in upcoming years to meet the needs of the community, and maintain some semblance of housing affordability – a necessity for a healthy local and regional economy. The amount of new commercial and/or industrial square footage is more difficult to determine with accuracy under current zoning due to the minimum lot size varying by specific use, an unusual regulation. The most likely scenario for new commercial/industrial space is that it will be accommodated through infill development, namely additions on existing buildings or conversion of space within existing buildings. Additional commercial space will also be created through new development located within the Chapter 40R Smart Growth Overlay District and eventually through some redevelopment occurring along the waterfront.

The **Generalized Future Land Use Map** (shown on page LU-14) shows how future growth may be accommodated in Newburyport. Areas marked as "stable" are those that are not anticipated to see significant change but are likely to still experience minor amounts of growth due to redevelopment or periodic infill development where those opportunities remain. Areas marked as having residential infill potential are generally those areas that have a cluster of lots that are currently used as single-family homes but are large enough (per current zoning) to be converted to two-family homes, and so create some new residential units. In upcoming years, it is anticipated that due to the fragility of Plum Island and its susceptibility to storm surge and flooding, future growth on that barrier island, inclusive of additions and new bedrooms on existing homes, will be restricted and any new growth will be discouraged. Further, although the exact future of the Central Waterfront remains unknown, it is likely to be redeveloped into parkland as surface parking is relocated to the planned public parking garage at Titcomb and Merrimac Streets. Mixed-use redevelopment is expected along the waterfront west of Green Street to the Gillis Bridge, and also within the Chapter 40R Smart Growth Overlay District. Finally, although the Business Park is largely built out under current zoning, it is anticipated the area will be able to accommodate infill development and additions to existing structures under the revised zoning ordinance.


Generalized Future Land Use Map
Legend
Central Waterfront Park/ Redevelopment
Open Space, Parks, Recreation, & Agriculture
School/Government
Plum Island Growth Restricted
Stable Mixed Use
Stable Commerical
Stable Residential
New Mixed Use Potential
Commercial/Industrial Infill Potential
Residential Infill Potential
Data Sources: Mass GIS, City of Newburyport
Map Prepared by: Community Opportunities Group, Inc.
Last Update: July 6, 2016
PLUM ISLAND TURNPIKE
DAVID POINT ROAD
MARLBORO STREET
WATER STREET
PROSPECT STREET
HIGH STREET
STATE STREET
GREEN STREET
ROUTE 1
OLIVE STREET
KENT STREET
JARRER STREET
TYNG STREET
WOODLAND STREET
ASHLAND STREET
MERRIMAC STREET
FERRY ROAD
BOYD DRIVE
LOW STREET
PARKER STREET
PERRY WAY
MULLIKEN WAY
HALE STREET
CROW LANE
ACCESS ROAD
INTERSTATE 95
FRANCES DRIVE
BERRY DRIVE
TURKEY HILL ROAD
PINE HILL ROAD
DREW STREET
STOREY AVENUE

Section F: Newburyport's Land Use Planning and Development Goals

Newburyport's land use pattern is essentially established: an urban core surrounded by traditional neighborhoods of the South End, North End and ridgeline area between High and Low Streets; an expansive, but currently low-density, business and industrial park area between Low Street and the boundary with Newbury; a collection of shopping centers and other retail uses along Storey Avenue near Interstate 95; suburban subdivisions in the West End; and the beach community at the northern end of Plum Island. Within this pattern of development exist smaller pockets of commercial and industrial development, particularly along Merrimac Street and around the Route 1 traffic circle.

As Newburyport has grown it has benefited from its traditional framework, a form of smart growth. The elements of this established land use pattern are desirable and will not significantly change; as individual properties and small groups of parcels are redeveloped, this pattern will be reinforced. As the City moves forward into the next decade and beyond the pattern of land use will evolve and adapt with changes in technology and planning practices to meet the needs of the community.

The City develops land use strategies to both further and reconcile community goals and objectives. A common theme from residents is the desire to maintain the character of Newburyport through reinforcing downtown's role as the center of the community, respecting and preserving its historic structures, and promoting appropriate residential and commercial growth through the creation of zoning regulations, design review criteria and the formation of partnerships to accomplish the overarching goal of preserving Newburyport's inherent character. Residents want a high quality of life, one where they can choose to leave their vehicles parked and walk to local amenities; and they want a healthy, revenue-enhancing local economy that will not only provide local job opportunities, but lead to improved community services and schools.

The challenge of addressing land use and development in this Plan lies in finding a balance between new growth and redevelopment, with finding compatibility between growth and preservation of open spaces, with respecting the community's heritage as evidenced by its historic structures and allowing change through compatible design of buildings. The following goals, objectives and actions strive to find this balance and when enacted, will improve upon the high quality of life residents currently experience.

The Land Use Planning & Development Goals are organized according to the following geographical areas:

- Downtown Newburyport
- Residential Neighborhoods
- Newburyport's Business and Industrial Park
- Storey Avenue
- Route 1 and the Route 1 Traffic Circle

The final Goal for this chapter addresses Flood Plain Management and offers actions to plan for and protect development within FEMA flood zones.

Goal LU-1: Maintain and enhance the downtown's role as the City's civic, service, commercial, and cultural center.

The Objectives that support this Goal continue this legacy and enhance it through specific actions focus on four initiatives: enhancing the downtown's role as the City center; creating a welcoming waterfront; managing parking in the downtown; and planning for complementary development and redevelopment of downtown properties. The City seeks to welcome new economic growth while preserving its historic and maritime heritage, to gain an improved parking system with new facilities that meet the needs of residents, workers and visitors throughout the year, even during peak demand periods; and to continue to be sensitive to the needs of residents and businesses as new changes are implemented to reinforce the downtown as the City's community core.

Goal LU-2: Foster a downtown waterfront area that is welcoming to the community, respectful of the City's maritime heritage and complementary to the downtown's commercial core.

A primary goal for the waterfront is to ensure that it is a welcoming place for the community and the Objectives and Actions presented seek to enforce this goal through the relocation of the public parking lots from the waterfront to more appropriate downtown locations, the provision of public amenities like bathroom facilities and visitor information areas, and the exploration of a water taxi to bring visitors to and from the waterfront. Creating a welcoming environment at the waterfront must go hand-in-hand with the preservation of the City's maritime history and respect of the current water-dependent uses. The Plan does not seek to eliminate the structures associated with Newburyport's maritime past nor replace any of the marine uses, yacht clubs, and other waterfront activities; this Goal is to ensure that any new public spaces and amenities coexist with the current water-dependent uses that provide an essential service to the community.

Goal LU-3: Assess current downtown parking needs and responsibly plan for future parking demands.

Parking in a downtown tends to be an issue in most communities. While there are several public parking lots located within the downtown, in addition to street parking along most major streets, there is a need to study the various parking requirements, future demands and continue to plan for them so that they will be adequately addressed. One major parking issue is the need to relocate hundreds of spaces from the waterfront lots to other, upland locations, including a new multimodal parking facility at Titcomb and Merrimac Streets. Another significant parking issue that must be addressed is the increased demand during downtown events. Satellite parking with shuttles to the downtown will alleviate the strain that these events put on the downtown parking system. Other Actions under this Goal include determining whether a "parking authority" is needed to streamline the paid parking system, amend zoning regulations to more easily allow and permit shared parking, and ensuring that there are public parking spaces dedicated for hybrid, electric and compact vehicles, as well as safe and secure bike parking facilities.

Goal LU-4: Preserve the character of the City's neighborhoods while encouraging a diverse housing stock.

Input received during the Master Plan development process indicated that residents and local officials generally feel that the City's zoning is not always consistent with neighborhood character. This is particularly true in the downtown and the South End where redevelopment of structures tends to result in larger homes and buildings on small lots requiring dimensional relief from the Zoning Board of Appeals. The City's zoning requirements should focus on maintaining the existing character of its neighborhoods and should be revised to encourage both development and redevelopment that are consistent with the existing physical characteristics of each distinct neighborhood.

Goal LU-5: Provide pedestrian, non-motorized and transit-friendly streetscapes in residential areas, including support for neighborhood amenities such as small retail establishments.

As the housing market in Newburyport continues to grow, making residential development an attractive prospect, the City is slowing losing its traditional neighborhoods that have a mix of homes and neighborhood markets and amenities. The City is also seeing an increase in vehicles that add stress to the local streetscapes and often present a conflict between vehicular and non-vehicular traffic. The Actions that support this goal are focused on protecting the small, non-residential uses within the neighborhoods and promoting a safe, pedestrian-friendly environment that will enable residents to leave their cars parked and walk to the market or to the store. Removing curb cuts where possible, ensuring that sidewalks are safe and creating bicycle lanes where feasible all support this goal.

Goal LU-6: Enable new and expanded commercial and industrial use at the Business and Industrial Park to generate at least 15% of the city's property tax revenues.

The City's Business and Industrial Park is Newburyport's principal area for industrial and office development. Today, several factors are thought to hinder development in the Park, including: insufficient local supply of skilled labor; obsolete building stock; inadequate infrastructure; and lack of promotion. Objectives and actions serving this Goal are meant to remove or surmount these constraints. They focus on adjusting the dimensional and parking regulations to allow greater height and flexibility for buildings to expand their operations. It is also recommended that the allowed uses in this area be modified to allow for commercial uses that provide support services to the Park, but not beyond. Such uses could include personal and professional services, dry cleaners and even small take-out style restaurants and similar retail establishments that can cater to the Park's work force. By modifying the dimensional regulations and amending the list of allowable uses, the City will be able to expand the area's tax revenue generation potential while ensuring that the Park's wetlands and environmentally-sensitive areas are protected and preserved.

Goal LU-7: Preserve the existing variety of commercial uses while allowing new, complementary development and redevelopment along the Storey Avenue corridor that creates a safe, hospitable environment for pedestrians, cyclists and vehicles as they travel and access the properties along the corridor.

The Objectives and Actions for Storey Avenue seek to shift this area from its exclusive focus on vehicles to make it more visually attractive, welcoming and accommodating to other modes of travel. The concept is to transform the Storey Avenue corridor into a mixed-use, walkable neighborhood by modifying current zoning and/or creating a new zoning district to promote this type of development. To accomplish a walkable, mixed-use neighborhood, dimensional requirements for lots and development should be changed, and supporting facilities, such as parking, driveways, and storm water systems, should be shared among the properties. New buildings should be located closer together and to the street, with fewer curb cuts, surface parking lots located behind and better non-automotive connections. Storey Avenue is ripe for reinvestment and growth. By providing incentives for mixed-use development in this neighborhood, local employment opportunities and tax revenues will increase, and the City's housing stock can grow. Transforming the corridor into a walkable, bike-able, mixed-use neighborhood will also improve the area's appearance, preserve open space and reduce the impact on city infrastructure.

Goal LU-8: Encourage appropriate redevelopment of the area around the Route 1 traffic circle into a mixed-use neighborhood centered on the MBTA train station and encompassing the characteristics of Transit Oriented Development ("TOD").

The nearby train depot and the City's new Chapter 40R "Smart Growth" District provide a unique opportunity for owners around the Route 1 traffic circle to redevelop their properties for denser, mixed uses. This area has the potential to be a new, pedestrian- and transit-oriented neighborhood with a design and culture that is uniquely its own, complementary to the rest of the City. The Objectives and Actions listed for this neighborhood focus on this future to ensure appropriate density and design.

Goal LU-9: Foster the use of the MBTA commuter rail station and the commuter/intercity I-95 bus terminal as a viable mode of transit for both Newburyport residents and visitors to the City.

The Master Plan's vision of sustainability informs this Goal as the City works to encourage the reduced use of personal vehicles by both residents and visitors. Newburyport is fortunate in that there is a train within its borders that can shuttle people to and from Boston, whether for work purposes or for pleasure. While having a train station in the City is a positive thing, its location sandwiched between Route 1 and the Business and Industrial Park presents some challenges, especially located one mile from the downtown. The Actions to support this Goal focus on connecting the train station to the downtown through increased signage directing visitors to the rail trail that will take them directly downtown, exploring the establishment of a bike share and/or car share program, and working with the MBTA to allow overnight parking to encourage residents heading in to Boston to use the train for overnight trips. Newburyport also benefits from having a staffed commuter and intercity I-95 bus terminal adjacent to I-95 that is open 24 hours a day with frequent service to both Boston's South Station and Logan Airport. Both the rail and bus facilities lack appropriate integration with the local Merrimack Valley Regional Transit Authority (MVRTA) transit bus system.

Goal LU-10: Preserve the character of the City's neighborhoods while facilitating the preservation of the City's housing stock within areas affected by FEMA special flood hazard zones.

Erratic weather patterns, increasing storm intensity and frequency of flooding are issues that all coastal communities are facing. Storm resiliency – planning for these storm events – is something that Newburyport, especially with its barrier beach, Plum Island, needs to focus on in the immediate future. The Actions presented for this Goal will allow property owners to more easily make the modifications necessary to protect their homes and properties from storm events. It is important for the City to review its zoning regulations and allow property owners to make the adjustments necessary to protect their homes from future flood events. At the same time, the City must work with its regional partners in developing and instituting plans to protect public infrastructure from future catastrophic storm events.

Chapter 5
Economic Development

Newburyport has a rich economic history with origins in fishing, shipping, and other maritime trades which have evolved and continue to the present. Newburyport was settled in the 1630's as a port within the Town of Newbury; however, the economic success and population surrounding the port grew to such that Newburyport separated from Newbury by 1764. Maritime trade continued to be the dominant force in the local economy, and having survived extensive fire damage in 1811, Newburyport was well positioned to diversify with steam-powered mills by the 1850's when Newburyport became a city. In 1884, Anna Jaques Hospital was opened and the hospital continues to thrive as the largest employer in Newburyport with 14 percent of their workforce residing within the City. Over time, the City has experienced decline and prosperity, and today serves as a center for employment, recreation, and arts and cultural experience in the region and beyond.

The City of Newburyport is served by four primary commercial districts: Downtown, the Business Park, the Storey Avenue Area, and the Route 1/Traffic Circle. Each district has its own distinct character and serves a fundamentally different purpose to residents, employers, and workers.

Downtown: Newburyport's historic downtown extends roughly from Market Street to the Tannery Building and includes Market Square, State Street, Pleasant Street, the Merrimac River waterfront, and associated side streets. The area features a number of restaurants and cafes, retail stores and boutiques, professional offices, and cultural institutions and tourist destinations housed within a dense commercial district predominantly composed of historic structures.

Newburyport Business & Industrial Park: The business park is currently home to more than 80 manufacturing businesses as well as a small number of professional service offices, clean energy uses and two microbreweries The business park is adjacent to the MBTA commuter rail station and is accessed by Malcolm Hoyt Drive, Parker Street, Graf Road, Mulliken Way, and Hale Street, and includes a number of smaller cul-de-sacs to provide access within the interior of the park. Much of the park was developed in the 1950's-1970's and has significant opportunities for redevelopment that must be balanced with environmental constraints.

Storey Avenue Area: Connecting to the I-95/Route 113 interchange, Storey Avenue houses a number of retail uses in a series of suburban-style strip plazas. The area hosts several national retailers and short order restaurants, in addition a number of long standing local institutions such as Hyman Pennyworth's. More recent development in the area demonstrates a shift away from strip style development to a more interactive streetscape befitting of a gateway area, and has also included multi-family residences and the Little River Trail System that travels through the Little River watershed and the historic Common Pasture.

Route 1/Traffic Circle: Located on the outskirts of the business park, the Route 1/Traffic Circle area comprises a handful of commercial uses including an ice cream shop, several auto-related uses, chain short order restaurants, and the Essex County District Court. The area has recently been rezoned and houses the Chapter 40R Smart Growth Overlay District, and will be transitioning as new mixed use development occurs within the area.

Section A: Existing Conditions

Labor Force and Commuting Patterns

Table ED-1: Labor Force and Jobs, Newburyport and Comparable Communities and Region

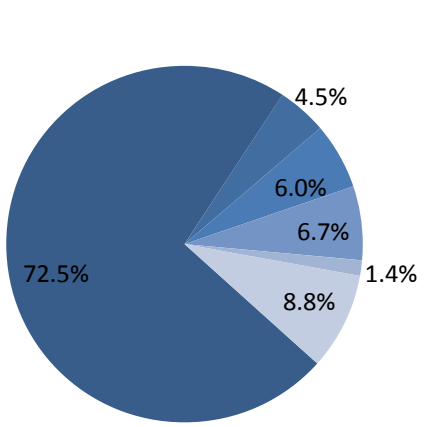
	Civilian Labor Force	Number of Jobs	Jobs per Worker
Amesbury	10,393	4,816	0.46
Newbury	3,685	1,563	0.42
Newburyport	**9,802**	**11,067**	**1.13**
Salisbury	5,003	3,041	0.61
West Newbury	2,346	724	0.31
Essex County	411,885	313,775	0.76
Massachusetts	3,663,086	3,363,035	0.92

Source: ACS DP-3, EOLWD ES-202 (2014)

As a regional employment and population center, Newburyport hosts the second largest labor force and the highest number of jobs. Although Amesbury has a smaller population than Newburyport (by approximately 1,133 residents), the fact that Amesbury has a larger workforce can in part be explained by the relatively larger proportion of retirees residing within Newburyport (21 percent of households compared to 16 percent), where the median age is 46.1 years compared to 42.2 years in Amesbury.[1] Newburyport stands out as a net employer in the region, having by far the highest ratio of jobs per labor force member in the region, nearly double that of Salisbury which has the second highest ratio, and exceeds the ratios for Essex County and the State as a whole (**Table ED-1**). With more jobs than workers, Newburyport provides employment opportunities to surrounding cities and towns in addition to their own residents. Nevertheless, many commute outside of Newburyport for work as evidenced by an average commute time of 32.5 minutes.[2] Newburyport is served by an MBTA commuter rail station with an average daily inbound ridership of 812 boardings, representing roughly 16 percent of the Newburyport line's ridership as well as the C&J bus service that runs between Newburyport and Boston, connecting riders to Logan Airport, Downtown Boston, and other transportation options.[3]

The majority of residents in Newburyport drive alone to work. The City is served by excellent north/south transportation access with ramps to Interstate 95 located near the Business Park at Scotland Road (Newbury) and Storey Avenue. Additionally, Route 1 traverses through Newburyport near the city center. Nearly 13 percent of Newburyport residents take public transit or walk to work. Much of the City is served by sidewalks in addition to the completed portions of the Clipper City Rail Trail. A relatively high number of residents work from home (9 percent), which tends to be a common characteristic of those employed in creative occupations.

Chart ED-1: Commuting Characteristics

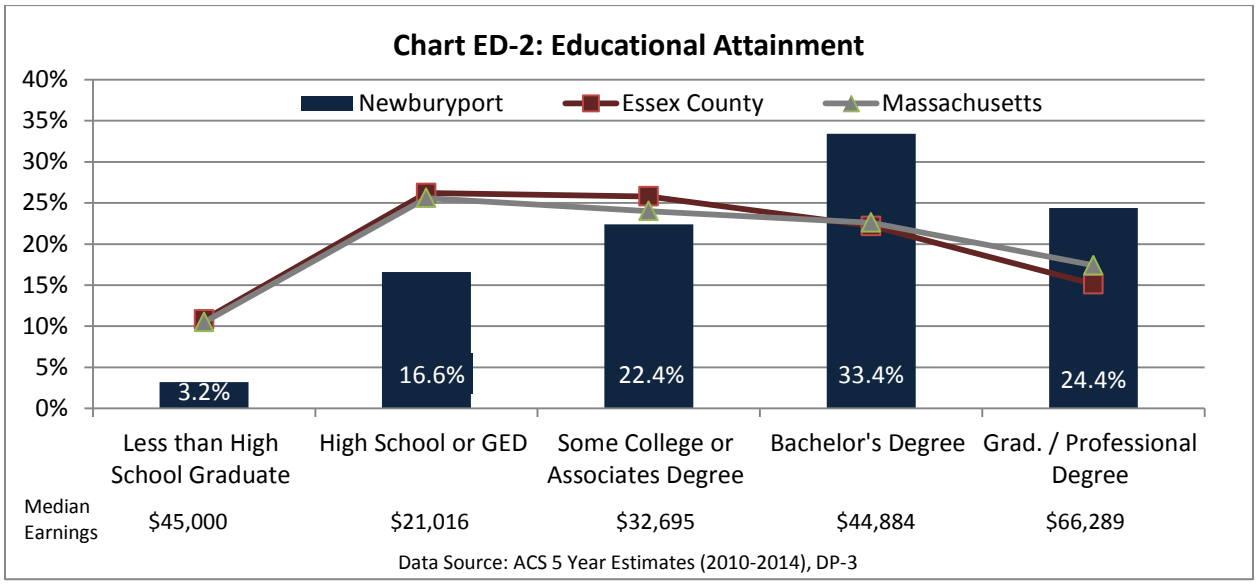


Mean Travel Time to Work (minutes)	
Amesbury	30.4
Newbury	32.1
Newburyport	**32.5**
Salisbury	31.4
West Newbury	36

Data Source: ACS 5 Year Estimates (2010-2014), DP-3

[1] American Community Survey, *Five Year Estimates (2010-2014),* DP02 and B19059
[2] American Community Survey, *Five Year Estimates (2010-2014*), DP03
[3] Massachusetts Bay Transit Authority, *Ridership and Service Statistics, 14th Edition*, July 2014.

Educational Attainment and Income



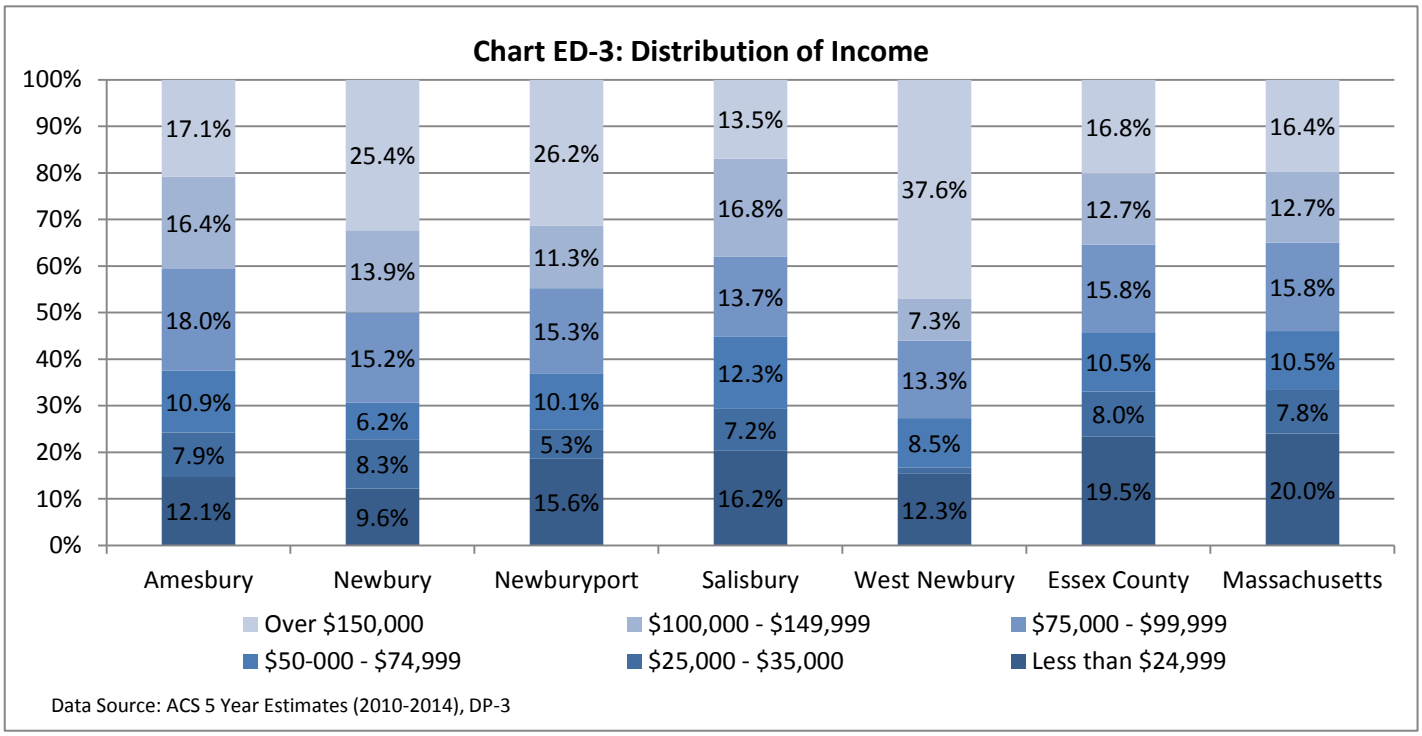
Newburyport has a more highly educated workforce than that of Essex County as a whole and Massachusetts. Higher educational attainments are generally correlated with higher incomes; the relatively high median earnings for the small proportion of the population that did not finish high school may be a result of small sample size yielding a high margin of error.

Table ED-2: Income and Wages

	Median Household Income	Average Wage per Worker
Amesbury	$76,463	$41,269
Newbury	$95,827	$49,191
Newburyport	**$83,149**	**$50,282**
Salisbury	$75,995	$37,740
West Newbury	$122,969	$57,052
Essex County	$68,776	$37,557
Massachusetts	$67,846	$37,436

Source: ACS 2010-2014, DP03

Table ED-2 and **Chart ED-3** show median household incomes, average wage per worker, and the distribution of household incomes in the region. Although the median household income in Newburyport is not the highest in the region, the average wage per worker is markedly higher than in most surrounding communities. The average wage is higher in large part because Newburyport houses the second largest share of residents with household incomes higher than $150,000 with over one-quarter of households falling within that income cohort. Further, although nearly 21 percent of Newburyport's household incomes are below $25,000, their share of lower income households is still 6 to 7 percent lower than the overall distribution of household incomes in Essex County and the State.



Occupations and Industries Employing Newburyporters

Although the population has grown by 737 residents since 2000, Newburyport's labor force has shrunk by 4 percent during the same time period (**Table ED-3**). Over half of Newburyport's residents are employed in management, business, arts, and scientific occupations, while nearly one-quarter of residents are in sales and office occupations. Between 2000 and 2015, there was a 53 percent decline in residents employed in natural resources, construction, and maintenance occupations, and a 45 percent decline in in transportation, production, and material moving occupations. At the same time, there was a 14 percent increase in service occupations. The former occupations tend to be higher wage positions while the latter tend to be, but are not exclusively, lower wage positions. These changes could be caused by a number of variables including contractions in overall employment for those occupations and business closures (which were not uncommon during the recession), relocation of residents, as well as overall growth in the service industry in Newburyport.

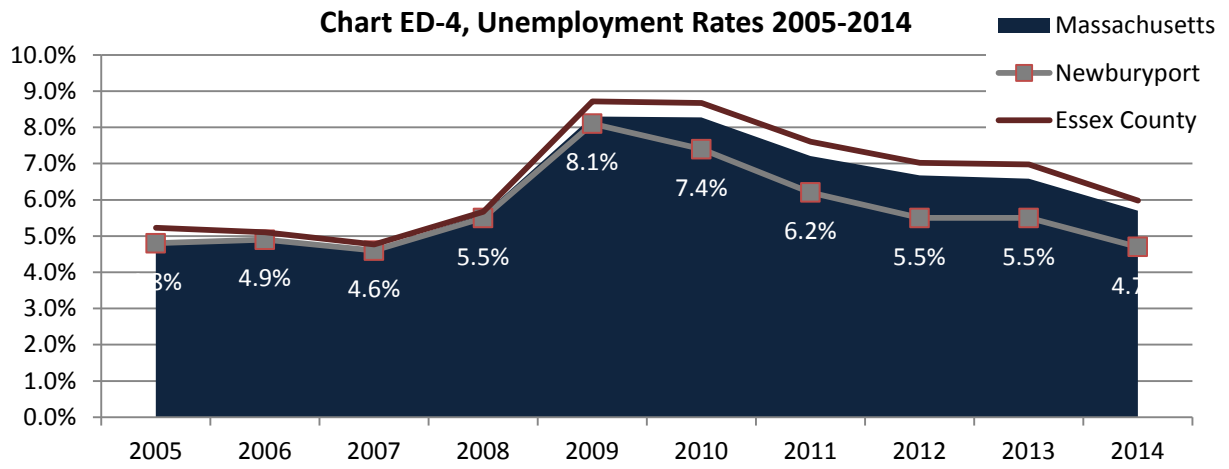
Table ED-3: Occupations of Residents

	Employed Civilian Labor Force	Management, Business, Arts, and Sciences	Service Occupations	Sales and Office	Nat. Resources, Construction, & Maintenance	Trans., Production, and Material Moving
Newburyport 2000	9,339	50.4	11.3	23.2	6.4	8.7
Newburyport 2014	8,951	55.4	12.9	23.9	3.0	4.8
% change	-4%	10%	14%	3%	-53%	-45%
Essex County 2014	377,044	40.9	17.9	24.1	7.0	10.1
Massachusetts 2014	3354036	43.9	17.5	22.9	6.9	8.8

Source: ACS 2010-2014, S2406

Over one-quarter of residents in Newburyport are employed in health care and educational service which is the largest industry employing Newburyport residents due, to the presence of Anna Jaques Hospital, as well as the Newburyport School System which consists of four schools, as well as a charter and several private schools. Professional, scientific, and management, and administrative and waste management services and manufacturing are the second and third leading industries representing employment for 14 percent and 12 percent of residents respectively.[4]

Unemployment



Source: Massachusetts Executive Office of Labor and Workforce Development

Unemployment is generally lower in Newburyport than in Essex County or Massachusetts as a whole, particularly following the onset of the recession. By 2014, unemployment had returned to pre-recession rates below 5 percent, following a peak rate of 8 percent in 2009.

Employment Base

The overall number of business, jobs, and wages grew in Newburyport over the past five years. However, growth has not been uniform, and certain industries and industry segments performed better than others. For example, within manufacturing, the durable goods segment of manufacturing grew by 4 percent in employment and 19 percent in number of establishments, but losses in establishments and jobs in the non-durable goods manufacturing segment (which comprises 54 percent of manufacturing jobs) offset the gains. Some industry segments show contraction in the number of establishments but expansions in employment, or on the contrary, decreases in employment but gains in the number of establishments. This is not an unusual situation as some businesses fail or are sold or consolidated, and changes in technology and economic conditions impact employment numbers. What is notable, however, is that few industries lost both jobs and establishments, and wages increased in all but two industries.

[4] American Community Survey, *Five Year Estimates (2010-2014*), DP03

Table ED-4: Businesses, Jobs, and Wages in Newburyport

Industry	Establish -ments in 2014	Change 2010-2014	Jobs in 2014	Change 2010-2014	Avg. Wages 2014	Change 2010-2014	Avg. City Wages as % of State
Goods-Producing Domain	**123**	**15.0%**	**2,401**	**0.0%**	**$1,175**	**15.9%**	**78.9%**
Construction	56	27.3%	317	29.4%	$1,183	8.2%	90.2%
Manufacturing	67	6.3%	2,084	-3.3%	$1,173	16.7%	73.2%
Durable Goods Manufacturing	*38*	*18.8%*	*962*	*3.9%*	*$1,339*	*10.6%*	*75.7%*
Non-Durable Goods Manufacturing	*29*	*-6.5%*	*1,122*	*-8.7%*	*$1,031*	*21.3%*	*79.5%*
Service-Providing Domain	**797**	**4.0%**	**8,667**	**5.6%**	**$929**	**7.6%**	**77.5%**
Trade, Transportation and Utilities	190	-3.1%	1,778	1.5%	$860	4.2%	94.1%
Wholesale Trade	*69*	*-9.2%*	*614*	*-1.6%*	*$1,589*	*1.0%*	*93.7%*
Retail Trade	*110*	*-0.9%*	*1,088*	*4.0%*	*$426*	*15.4%*	*73.7%*
Transportation and Warehousing	*10*	*11.1%*	*73*	*-11.0%*	*$1,131*	*21.2%*	*116.4%*
Information	25	13.6%	134	-19.3%	$1,136	-31.8%	59.9%
Financial Activities	62	3.3%	343	14.3%	$1,284	4.2%	53.6%
Finance and Insurance	*41*	*20.6%*	*270*	*20.0%*	*$1,379*	*-1.4%*	*52.0%*
Real Estate and Rental and Leasing	*21*	*-19.2%*	*73*	*-1.4%*	*$929*	*24.5%*	*66.4%*
Professional and Business Services	193	2.1%	1,333	15.6%	$1,469	19.7%	83.4%
Professional and Technical Services	*146*	*5.0%*	*832*	*20.2%*	*$1,636*	*12.1%*	*74.9%*
Mgmt. of Companies & Enterprises	*5*	*-16.7%*	*109*	*14.7%*	*$1,254*	*14.4%*	*51.5%*
Administrative and Waste Services	*42*	*-4.5%*	*392*	*7.1%*	*$1,176*	*43.1%*	*144.6%*
Education and Health Services	152	38.2%	2,958	1.9%	$951	3.3%	90.7%
Health Care and Social Assistance	*139*	*36.3%*	*2,428*	*0.9%*	*$961*	*2.3%*	*93.9%*
Leisure and Hospitality	93	4.5%	1,442	16.1%	$373	13.4%	82.2%
Arts, Entertainment, & Recreation	*25*	*4.2%*	*154*	*4.1%*	*$400*	*5.8%*	*58.9%*
Accommodation and Food Services	*68*	*4.6%*	*1,288*	*17.7%*	*$369*	*14.6%*	*90.4%*
Other Services	68	-24.4%	369	1.9%	$642	36.6%	97.3%
Public Administration	**14**	**40.0%**	**309**	**-7.2%**	**$1,238**	**26.5%**	**92.3%**
Total - All Industries	**920**	**5.4%**	**11,067**	**4.3%**	**$982**	**9.5%**	**79.6%**

Source: EOLWD, ES-202 (2010, 2014)

Table ED-5: Industry Concentrations in Newburyport

Industry	Share of Newburyport Jobs	City to Essex County LQs	City to State LQs
Total Private	**100%**	**1**	**1**
Goods-Producing Industries	**22%**	**1.25**	**1.83**
Construction	**3%**	**0.7**	**0.69**
Manufacturing	**19%**	**1.45**	**2.53**
Service-Providing Industries	**78%**	**0.99**	**0.89**
Wholesale Trade	**6%**	**1.77**	**1.50**
Retail Trade	**10%**	**0.82**	**0.94**
Transportation and Warehousing	**1%**	**0.33**	**0.2**
Information	**1%**	**0.56**	**0.44**
Finance and Insurance	**2%**	**0.84**	**0.49**
Real Estate and Rental and Leasing	**1%**	**0.62**	**0.52**
Professional and Technical Service	**8%**	**1.44**	**0.88**
Management of Companies	**1%**	**0.61**	**0.52**
Administrative and Waste Services	**4%**	**0.69**	**0.69**
Educational Services	**5%**	**0.5**	**0.47**
Health Care and Social Assistance	**22%**	**1.12**	**1.23**
Arts, Entertainment, and Recreation	**1%**	**0.71**	**0.78**
Accommodation and Food Services	**12%**	**1.3**	**1.35**
Other Services Except Public Admin.	**3%**	**0.9**	**0.98**
Total Government	**3%**	**0.78**	**0.69**
Total, Private plus Government	**103%**	**0.99**	**0.99**

Source: EOLWD 2014, Community Opportunities Group

Location quotients (LQ) are a calculation that compares employment numbers by industry in a specific geographic area to employment numbers in a broader geographic area. A LQ higher than 1 indicates an industry with a higher concentration of jobs in Newburyport than are generally found in Essex County or the State. As would be expected, health care, retail trade, and accommodations and food services have high concentrations in Newburyport and high LQs. Manufacturing also has a high location quotient, likely due to the City having a working waterfront with maritime related manufacturing as well as a business and industrial park which houses a number of light manufacturing businesses.

The largest employers in Newburyport represent a wide array of industries ranging from health care, restaurants, software engineering, social assistance, education, retail, printing, and manufacturing among others. The diversity among employers also lends itself to diversity in employment opportunities by providing jobs either directly or indirectly for workers with various levels of skills, training, educational attainment, experience, and other characteristics.[5]

However, in addition to the presence of 45 large businesses that each employ more than 50 workers, there are over 850 small businesses in Newburyport employing fewer than 25 people as well as a number of home-based businesses that operate within the city. These businesses provide a wide array of goods and services that contribute to the amenities and quality of life available in Newburyport and help the City maintain a diverse economy, providing economic opportunities to both the local and regional workforce.

[5] Indirect employment may refer to the presence of one type of business generating needs that are provided by another type of business. For example, a large restaurant will typically require commercial laundry services or an office park will require landscaping, janitorial, and waste management services as a part of their operational needs.

Market Segments

Much (although not all) of Newburyport's economy can be classified into six market segments:

1. Tourism, hospitality, entertainment, and retail
2. Manufacturing and construction
3. Office and professional services
4. Health care, social services, public sector, and education
5. Transportation and warehousing
6. Marine based (including aquaculture) and agriculture

These sectors are grouped together due to like characteristics (locations, number of employees, types of commercial spaces occupied, etc.), and with exception to manufacturing and construction, have similar growth projections. **Table ED-6** shows a summary of the current share of the market each segment represents in terms of employment, projected growth,[6] primary locations, and a brief summary of concerns regarding each market segment.

Table ED-6: Market Segments

Sector	Employment		Primary Locations	Concerns
	Current # of Jobs	Growth Forecast		
Tourism, Hospitality, Entertainment, & Retail	2,530	Moderate to High	Downtown, Waterfront, Storey Avenue	• Predominantly low wage jobs • Lack of access to appropriate housing for workers • Seasonal economy/impacted by weather • Regulatory constraints • Problematic lease structures
Manufacturing & Construction	2,401	Declining, High	Business Park	• Inability to find skilled, trained, and/or credentialed workers • Succession planning for skilled workers in fields younger generations are not entering • Housing affordability for workers
Office & Professional Services	2,045	Moderate to High	All Commercial Districts	• Lack of co-working and flexible office space for small businesses starting up • Limited opportunities for physical expansion in downtown offices • Parking difficulties for larger offices (Downtown & Storey Ave.)
Health Care, Social Services, Public Sector & Education	3,267	High to Very High	Hospital Area, Business Park, Downtown	• Continued health and community support for Anna Jaques Hospital • No satellite college campus located within city

[6] Occupational and industrial growth projections are provided by the Executive Office of Labor and Workforce Development for the Lower Merrimac Valley Region and are not available individually for the City of Newburyport.

Sector	Employment		Primary Locations	Concerns
	Current # of Jobs	Growth Forecast		
Transportation & Warehousing	690	Declining to Low	Business Park	• Height regulations within the business park may preclude some warehousing operations • Transportation opportunities limited by insufficient roadways and railways and larger, deeper ports
Marine Based & Agriculture	27	Low	Waterfront, Business Park, and I-95	• Limited open land • Impacted by weather and blight • Land costs frequently preclude active agriculture remaining in Newburyport

Sources: EOWLD ES-202 (2015), EOWLD Industry Projects, Lower Merrimac Valley (2015), & Community Opportunities Group, Inc.

Municipal Finance

Cities and Towns fund their activities through a variety of funding sources that traditionally comprise state aid, grants, local receipts (excise tax, fees, local tax options, etc.), and the local tax levy (residential, commercial, industrial, and personal property taxes). Commercial, industrial, personal property (CIP) taxes are generally viewed as a way to offset residential property taxes and assist in funding municipal obligations. Newburyport, like all surrounding communities, has a flat tax rate, charging the same tax rate for all types of property. Split tax rates with higher rates for CIP property are also common but can be viewed as a disincentive for local business development.

Table ED-7: Regional Municipal Finance Characteristics

Municipality	Tax Rate	Total Assessed Value ($)	Tax Levy ($)	Total Revenue ($)	Municipal Budget (S)	Residential Tax Burden	Commercial Tax Burden
Amesbury	20.28	1,844,082,827	38,880,514	63,628,082	60,495,015	84.0%	16.0%
Newbury	11.40	1,254,369,345	15,001,979	19,323,291	18,194,959	95.6%	4.4%
Newburyport	**13.39**	**3,608,068,142**	**50,415,097**	**77,218,904**	**72,238,302**	**86.6%**	**13.4%**
Salisbury	11.67	1,482,424,746	18,183,351	27,423,474	24,407,389	81.3%	18.7%
West Newbury	14.63	773,954,065	12,450,841	16,549,679	15,645,966	97.1%	2.9%

Source: Massachusetts Department of Revenue (2016)

Over the past 10 years, Newburyport has seen a decrease in state aid and an increased reliance on the residential tax levy to meet budgetary needs. Rising costs for health insurance and retirement in addition to rising costs to provide basic services, combined with increasing demand and expectations for services, have challenged municipal budgets across Massachusetts.

The average tax bill for a single family home in Newburyport was $6,969 in FY16, representing an average increase of $2,287 over the past ten years. During the same time frame, assessed value for all property types increased in Newburyport while the tax rate also increased (from 10.26 in FY06 to 13.39 in FY16) to meet budgetary needs. At present, state aid still contributes more to Newburyport's tax base than economic activity, but with projected decreases in state aid, economic development will play an increasingly important role in funding municipal services in upcoming years.

Table ED-8: Municipal Finance Trends in Newburyport (FY2006-FY2016)

Fiscal Year	State Aid	CIP Levy	Total Tax Levy	Municipal Budget	Residential as % of Budget	CIP as % of Budget	State Aid as % of Budget
2006	$7,850,192	$4,363,178	$33,681,141	$56,600,214	51.8%	7.7%	13.9%
2007	$8,365,599	$4,481,963	$35,419,226	$59,700,592	51.8%	7.5%	14.0%
2008	$8,530,329	$5,079,458	$36,713,180	$60,360,481	52.4%	8.4%	14.1%
2009	$8,581,696	$5,407,422	$38,008,513	$61,063,525	53.4%	8.9%	14.1%
2010	$7,241,901	$5,840,034	$39,290,604	$60,894,967	54.9%	9.6%	11.9%
2011	$6,796,853	$5,871,976	$40,575,298	$63,968,040	54.2%	9.2%	10.6%
2012	$6,873,112	$6,176,417	$42,107,002	$66,223,196	54.3%	9.3%	10.4%
2013	$7,157,191	$6,272,794	$43,354,468	$65,799,938	56.4%	9.5%	10.9%
2014	$7,491,543	$6,569,630	$46,617,802	$72,238,302	55.4%	9.1%	10.4%
2015	$7,361,674	$6,446,700	$48,131,629	$67,770,572	61.5%	9.5%	10.9%
2016	$7,395,005	$6,590,624	$50,415,098	$71,006,871	61.7%	9.3%	10.4%

Source: Massachusetts DOR (2016) and City of Newburyport

Real Estate Market

Approximately 17.2 percent of Newburyport's land area is used for commercial purposes with an assessed value of approximately $670,100,000.[7] Much of this land is located within the Business Park, with additional large tracts located on Storey Avenue, and smaller contributions within Downtown Newburyport, along the waterfront and in the Tannery, and near the Route 1 traffic circle. Needs for commercial space vary significantly by location, product type, size of space, and type of business operating within that space. For example, businesses engaged in manufacturing typically require high ceilings, load bearing floors, material storage, office space, access to transit routes (rail, sea, or highway) and one or more loading docks that are suitable for truck navigation. Whereas an office user may require a relatively small space that is equipped with adequate parking, a conference room, a kitchenette, and close proximity to amenities such as restaurants and recreation. A retail user may be more focused on the visibility of the space, the interior quality and size, the ability to install appropriate signage and window displays, and the structure of the lease, as many retailers rent rather than own their spaces.

When Newburyport businesses were surveyed, the following operating characteristics were discovered:

- Average employment per business is 11.2 full-time workers, 3.8 part-time workers, and 9.2 seasonal employees.
- The average size space occupied by a commercial user is 8,131 square feet. However, the median size space is 1,500 square feet. Over 85 percent of businesses in Newburyport occupy spaces under 3,500 square feet. Fifteen percent of those businesses occupy spaces that are smaller than 1,500 square feet while 10 percent of businesses in Newburyport occupy spaces larger than 25,000 square feet.
- Forty-three percent of respondents own their space while 57 percent rent. Among the renters, 10 percent would like to own but have been unable to purchase space.
- Nearly half of survey respondents had been in business for over 20 years, while nearly 20 percent had been operating for five years or less.

[7] Newburyport Assessor's Database, 2015.

Among real estate agents, there is a general sense that the commercial market has rebounded from the recession years, and that while prices are inching upward they are likely near their peak for this market cycle. **Table ED-9** gives a general view of prices for commercials pace in Newburyport. Vacancy rates are fairly low and depending on the product type, there may be little to no availability for certain real estate products. Currently there is significant demand for small office spaces (less than 1,000 s.f.), co-shared office space, and flexible use office space for lease, as well as small (less than 5,000 s.f.) industrial condos with garage doors with a minimum 16' height for rent or lease. There is virtually no supply currently available to meet this demand. Amesbury and Salisbury are presently handling much of the overflow from Newburyport for businesses that are unable to find suitable space within the City limits.

As one would expect, prices are higher for spaces that are higher quality and/or better located. Size is also a factor in pricing; due to high demand, smaller office and retail spaces, can be priced at nearly twice the price per square foot as other spaces of comparable quality. In addition, lease terms vary, which can have a significant impact on the ability a business has to locate in Newburyport. Short term "triple-net" leases in the 2-5 year range prove difficult for many businesses starting up, who can see their rent increase significantly at the end of their first lease term. For a business that has just started up, the prospect of a rent increase after an initial two year lease expires, before the business is truly viable can be a deal-breaker and lead renters to seek space in other municipalities. Other businesses are subject to leases that are structured as a percentage of their sales. While this structure is common in retail spaces located in malls and like real estate products, it can prove to be a difficult structure for small independently-owned businesses to manage.

Table ED-9: Snapshot of the Newburyport Commercial Rental Market (2016)

Product	Rent Scale (Price per S.F.)	Vacancy Rate
Retail	$20 - $30, $40 and higher for smaller spaces	7%
Office	$15 - $25, up to $30 for upper-story downtown	6%
Industrial Park (Office & Manufacturing)	$9 - $12 for combination space	-
Warehouse	$6.50 - $9	-

Sources: Commercial Realtors: Austin Spinella, Frank Bertolini, and Michael Nash, 2016

Table ED-10 provides a survey of currently available commercial real estate for purchase in Newburyport. It is notable that there are only four units in two different buildings currently available for purchase. In spite of a booming restaurant scene in Newburyport, interest in the restaurant unit is reportedly hindered by a large restaurant with 400 seats that was recently approved. Some are concerned that the ability to compete with such a large restaurant in a seasonal economy may prove to be too much in the current market.

Table ED-10: Survey of Commercial Sites Currently for Sale in Newburyport (2016)

Product Type	Size (S.F.)	Year Built	Price per S.F.	Price
Industrial Condo	3,150	2002	$100.00	$315,000
Industrial Condo	6,570	2002	$88.13	$579,000
Retail - Restaurant	3,266	1876	$229.33	$749,000
Office Condo	1,462	1876	$177.15	$259,000

Source: Newburyport Chamber of Commerce, 2016

Section B: Formative Issues

Economic Development Leadership

The City of Newburyport does not presently have in-house resources to address economic development planning issues. Although economic development activities fall within the purview of the Office of Planning and Community Development, the department is severely limited in their ability to proactively plan for economic development due to the lack of dedicated economic development staff. By default, many economic development planning activities are performed by the Greater Newburyport Chamber of Commerce, the Merrimack Valley Economic Development Council, the Merrimack Valley Planning Commission, and the Massachusetts Office of Business Development. The Mayor and City's staff actively participate with these organizations; however, these duties are just one of many performed by these offices.

Diversification of the tax base and increased revenues from economic development activities to offset the residential tax burden is a stated priority for the Mayor and City Council. However, in addition to lack of dedicated staff, there is also no economic development board, commission, or task force in the City to spearhead public discourse and decision making on economic development issues. Further, it is not uncommon for new businesses attempting to locate in Newburyport to encounter difficulties obtaining information due to a lack of "one-stop shop" for information regarding permitting, the regulatory environment, available space, etc. Consequently Newburyport is less adept at recruiting business and establishing a welcoming "pro-business" environment that would increase the perception of the City's friendliness toward new businesses. In addition to issues with recruitment, the City's abilities to retain businesses can also be a challenge, as businesses encountering issues and in need of support are provided limited resources by the City. This can represent lost opportunities for employment and tax revenues.

Branding and Marketing

When surveyed, business owners and employees in Newburyport stated that the issues they most needed assistance with from the City were branding and marketing. Building a local identity through the form of place-based branding and an associated marketing strategy, would assist the city's ability to be readily identified as a destination for visitors, workers, and employers. Newburyport has considerable resources that can be leveraged to promote the city to attract residents and nonresidents alike to visit, shop, dine, and recreate while supporting local businesses. However the retail, tourism, and service industries only represent a small sector of the economy, and further marketing efforts that reflect the City as a desirable place to obtain personal and professional services such as health care, legal and financial services, as well as manufacture goods, to locate offices, and carry out other such activities would be beneficial to recruiting new businesses and retaining existing businesses.

Infrastructure

Like many cities, Newburyport is struggling to maintain a high standard of quality with respect to infrastructure, and infrastructure is high on the list of concerns within the business community. Although the concerns vary by geography, issues related to road paving, stormwater management and swale maintenance, sidewalks, completion of the rail trail, trash collection, construction management, public parking, and the condition of the City's sewer and water system as well as its vulnerability to climate change are prominent. Although the City has recently made great strides in infrastructure upgrades, such as the $32 million upgrade to the Wastewater Treatment Plant and the $19 million upgrade to the Water Plant, which both sufficiently

addressed capacity issues, approval of a new multimodal transit facility downtown and the planned installation of a sewer lift station to allow redevelopment within the Business Park, the Smart Growth District and the entire south eastern portion of the City, there remains to be significant funding challenges for making improvements to the roadways and key intersections, repairing and repaving roadways, repairing existing sidewalks, installing new sidewalks in areas like the Business Park that are not currently served by pedestrian facilities, stormwater management, and the completion of the Clipper City Rail Trail.

Housing

Another key concern within the business community is workforce housing. Eighty-eight percent of respondents expressed concern that the availability of housing nearby that is affordable to their workers is limited and impacts their ability to recruit employees. Further, as the supply of rental housing continues to decline in the City, housing options for service and other lower wage employees that are essential to many of the City's employers are becoming increasingly limited and less affordable as the supply is outpaced by demand. This issue is particularly acute for lower wage employees for whom a lengthy commute from communities with more affordable housing options is not outweighed by their expected incomes. As lengthy commutes have real quality of life impacts and can become exponentially more difficult when one depends on public transit or there is inclement weather, the decision to commute to Newburyport when similar employment options can be found nearer to their place of residence make it more difficult for Newburyport businesses to maintain stable staffing levels.

Regulatory Constraints

Also challenging Newburyport's business community are regulatory constraints resulting from zoning, wetlands regulations, building code, and/or historic preservation requirements, the impacts of which vary significantly by the location of a given business and the type of work it performs. Within the Business Park, many difficulties arise with respect to site design for new or expanded facilities due to a large presence of wetlands and wetland soils, and required setbacks for new buildings. The current zoning code limits or precludes a number of uses that could be appropriate in a business and industrial park, but under current zoning require relief from the zoning code by the Zoning Board of Appeals. This will likely change as the City completes its zoning revision project as there is support for allowing additional uses by-right in the Business Park. Downtown businesses can also encounter difficulties with zoning where parking and dimensional requirements in addition to use regulations are difficult to satisfy on small lots in areas that are densely developed. Further, some business owners find it challenging to operate within historic structures where alterations to meet functional needs or building and health codes can be at odds with preservation ideals. Storey Avenue properties are encountering challenges as the area transitions away from generic suburban strip development to a gateway district that encourages pedestrian facilities, an interactive streetscape, and concealed parking. Regardless of the district or type of building, regulatory constraints can be particularly acute in Newburyport given that many of the lots and buildings predate regulations, which hinder their ability to fully and easily comply without requiring additional regulatory processes for waivers and relief from codes.

Barriers to Entry

There are significant barriers to entry for many fledgling businesses getting established in Newburyport. Although regulatory barriers can be problematic, the bigger issue is simply being able to find space that is affordable and with lease terms that are supportive of growing small independent businesses. There is a distinct need to provide more small office space (in the range of 400-1,000 square feet), as well as co-shared

office spaces that act as an incubator in the sense that they allow businesses to share resources like conference rooms and standard office equipment which can help reduce initial startup costs. The need for small space is critical in most market segments, as it is also acutely felt in the retail and industrial sectors. Bringing more commercial space online that can be subdivided and offers flexibility in use will be critical in upcoming years in fostering the growth of new and existing businesses.

Workforce Composition

Although Newburyport enjoys a well-educated and highly skilled population, the City is impacted by an influx of retirees and a shrinking workforce. The issue of an aging workforce is particularly acute amongst skilled tradesmen, and has a significant impact on the construction and manufacturing industries which are experiencing difficulties finding young people to replace their retiring workforce. This is also an issue for municipal positions, especially those requiring certifications, such as water, sewer and highway department employees. Business owners rated difficulties with recruitment and retention of qualified employees who are capable of performing their jobs, consistently arrive to work on time, and are focused on their work (rather than their cell phones, for example) as one of their biggest challenges.

Section C: Economic Development Goals

Support for and investment in economic development activities in Newburyport in upcoming years is critical to maintaining the high quality of life enjoyed by city residents and the fiscal health of the City. Ensuring the business community can continue to thrive requires significant investment in maintaining the City's physical infrastructure (roads, sidewalks, sewers, waste management, public parking facilities, alternative energy, etc.), workforce development, and the efficient delivery of key city services to maximize economic opportunities for the business community and local workforce.

The economic development component of this Master Plan seeks to define the City's current economic position and build upon the existing strengths of the local economy to ensure continued success in the future.

The City has identified the following goals to promote economic development:

- Increase local economic development capacity, coordination, and leadership.
- Build upon the cultural heritage and assets of Newburyport to brand and market the desirability of the city.
- Invest in the maintenance and resiliency of the physical infrastructure that supports business development.
- Increase housing diversity to support the housing needs of the workforce.
- Become more "friendly" to businesses by eliminating unnecessary or overly restrictive regulatory constraints.
- Ensure that the supply and character of commercial space can adapt to a changing economy.
- Promote the development of a skilled workforce to meet the future employment needs of the business community.

Please see the following pages for a more complete listing of the associated objectives and actions, as well as potential priority levels, responsibility, and timeframes.

Goal ED-1: Increase local economic development capacity, coordination, and leadership.

Increasing the City's capacity to proactively manage economic development issues, coordinate economic development support with existing agencies, provide support to the business community, seek funding opportunities, and participate at the regional and state level for business attraction and retention will be critical in upcoming years.

Goal ED-2: Build upon the cultural heritage and assets of Newburyport to brand and market the desirability of the city.

When surveyed, 60 percent of business owners stated they needed help with advertising and marketing their businesses. Branding efforts to position and market the City would address an existing concern of the business community while expanding future opportunities to attract new businesses, visitors, and residents.

Goal ED-3: Invest in the maintenance and resiliency of the physical infrastructure that supports business development.

The ability of the City to provide and maintain adequate transportation networks, wastewater and stormwater management, parking facilities, and clean affordable energy while maintaining a balanced budget is becoming increasingly difficult. However, in order to maintain a diverse tax base, these investments in economic development must be made to support business.

Goal ED-4: Increase housing diversity to support the housing needs of the workforce.

Diverse housing choices that are affordable to households at a variety of income levels are necessary to securing a stable workforce for local businesses. As the city becomes less affordable, lower wage workers have to come from farther distances to staff local businesses. Excessive commutes limit the attractiveness of employment within the city and leads to tardiness, higher turnover for local businesses, the inability to find qualified individuals to fill staff positions, and lost productivity.

Goal ED-5: Become more "friendly" to businesses by eliminating unnecessary or overly restrictive regulatory constraints.

Maintaining the balance between the need for regulation and the need for surety in permitting for businesses can be difficult. Identifying ways to streamline permitting processes and establish appropriate regulatory thresholds while protecting the interests of the public is needed to facilitate growth and ensure that it is complementary to the existing community.

Goal ED-6: Ensure that the supply and character of commercial space can adapt to a changing economy.

The need for flexible space for fledgling businesses to occupy and share resources is becoming an increasing concern as rents and lease structures become more cost prohibitive and space becomes increasingly scarce. Further, as certain types of buildings (i.e., manufacturing) experience obsolescence, ensuring that regulatory barriers are removed and incentives are offered to modernize and redevelop commercial space will help maintain a dynamic supply of commercial property.

Goal ED-7: Promote the development of a skilled workforce to meet the future employment needs of the business community.

Matching the educational opportunities and the promotion of diverse careers to students and members of the workforce with the labor needs of existing businesses increases the ability of businesses to find qualified staff, and provides an entry point to the workforce for residents. Coordinating the programming of local secondary schools, undergraduate and technical schools, and vocational training with local business needs can provide significant opportunities for workforce development and job growth.

Chapter 6
Housing

Over the past several decades, Newburyport has become an extremely desirable place to call home. With its vibrant and historic downtown, its location along the Merrimack River and its excellent highway and rail access, the City is an appealing community in which to live. Newburyport has long attracted affluent individuals and families into the community, which has caused both housing and land prices to rise and the amount of developable land to decrease. Home prices and rental costs have risen while the number of rental units and the availability of affordable housing have gone down. There are few opportunities for first-time homebuyers and many City residents have been forced to move to neighboring communities in search of housing that is affordable.

The City of Newburyport has an obligation to ensure that the people who currently live and work here, including our senior community and young families, can continue to afford to live here. The current inadequate housing supply, lack of housing options and escalating rents and home prices are causing displacement. Furthermore, the salaries of the people who provide services to the local community, i.e. teachers, City workers, health care providers and others are not sufficient to meet the current costs of housing.

This chapter seeks to ensure that the diversity of the City's housing stock is enhanced and preserved through the construction of a variety of housing types including single-, two-, and multi-family homes that will provide a variety of housing options to the community, to first time home buyers, to the elderly population, and for current residents who want to stay in their community as housing prices continue to rise. Additionally, this chapter seeks to support economic diversity through the development of housing that accommodates the workforce at all wage levels that supports Newburyport's businesses. Accomplishing this will include supporting the work of the Newburyport Affordable Housing Trust and its efforts to implement the City's Housing Production Plan, which was released in March 2013. It also includes the employment of a variety of strategies to help the City meet or exceed its goal of having 10 percent of the total housing stock be affordable.

Newburyport is also home to several individuals and families who lack a regular, fixed place to live. An initial attempt to address the needs of these homeless households is included in this chapter with a focus on engaging the community in a dialog regarding the cause of homelessness and possible solutions, as well as supporting local non-profit organizations currently providing aid and assistance to homeless households and those households that are at risk of becoming homeless.

The City must be proactive in bringing about choices to ensure a broad spectrum of options of housing types and costs. Otherwise, the community will suffer from lack of diversity, negatively impacting the economic, social and cultural well-being. In keeping with Newburyport's Vision of sustainability, these housing choices must be compatible with protection of natural resources, preservation of open space, and should enhance and blend into existing neighborhoods and the fabric of the community.

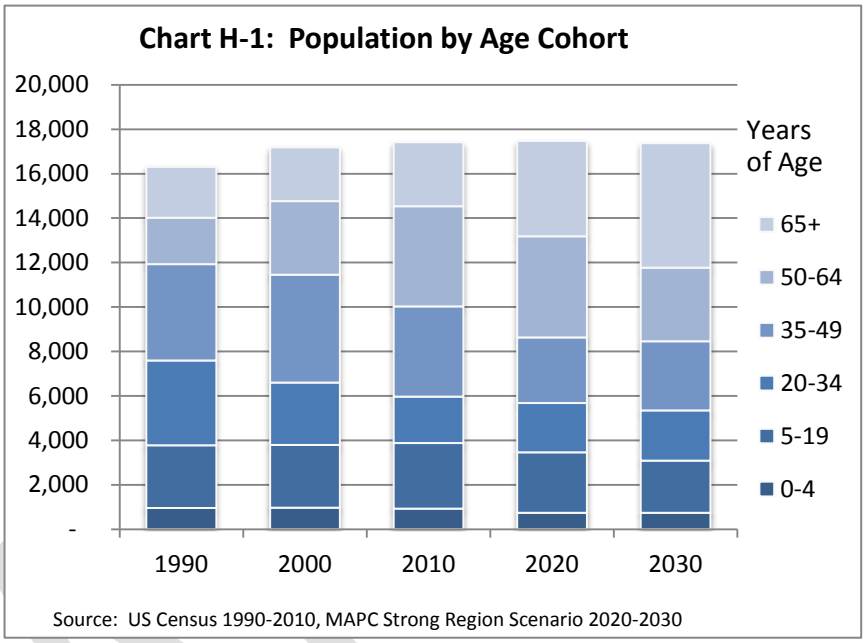
DRAFT

Section A: Existing Conditions

There is a nexus between the City's population and its housing needs. It is only by understanding Newburyport's demographics and changes within the community, can the City determine the current and future housing needs of its citizenry.

Newburyport's Population Trends

- *Newburyport's population has grown steadily but is slowing down.* Newburyport's population reached 17,416 in 2010. MAPC projects that population will level off over the next decades.
- *High Population Density*. Newburyport is a small and relatively dense community with a population density of 2,103 residents per square mile of land area (8.38 square miles) compared to a density of 1,536 and 849 persons per square mile for Essex County and the state, respectively.



- *Newburyport's population is, on a whole, older*. The share of adults ages 20-49 has diminished over the past two decades, while the number of adults over the age of 50 has steadily increased. This trend is expected to continue. Latest ACS estimates show the median age in Newburyport is over 46 years old, compared to 40.6 years for Essex County and 39.1 years for Massachusetts.
- *Very small but growing minority population*. Minority residents have increased from 161 residents in 1980 to 628 in 2010 but still represent only 3.6 percent of Newburyport's population, which is small in comparison to 18.1 percent for the county and 19.6 percent statewide.
- *Growth in the number of households has been substantially higher than overall population growth.* The number of households increased by 1,765, from 5,857 in 1980 to 7,622 in 2010. This increase represents a 30.1 percent growth rate, compared to the 9.5 percent overall population growth during the same period.
- *Increasing smaller, non-family households*. The average household size decreased from 2.72 to 2.23 persons between 1980 and 2010. Both the increase in households and declining household size correlate with the growing number of smaller, non-family households (includes individuals and unrelated household members), from 1,891 in 1980 to 3,185 in 2010. ACS estimates for 2010-2014 indicate that about 34 percent of Newburyport households are individuals living alone, a substantially higher proportion than in neighboring communities or the county or state. About 35 percent of these single-person households are aged 65 or older.
- *Newburyport's median household income remains high*. Median household income in Newburyport and surrounding communities was significantly higher than that for the county and state, $83,149 for Newburyport (ACS 2010-2014) versus $67,846 statewide. The median income for families in Newburyport is more than double the median income for nonfamily households and seniors. Still, approximately one fifth of Newburyport households earn less than $35,000.

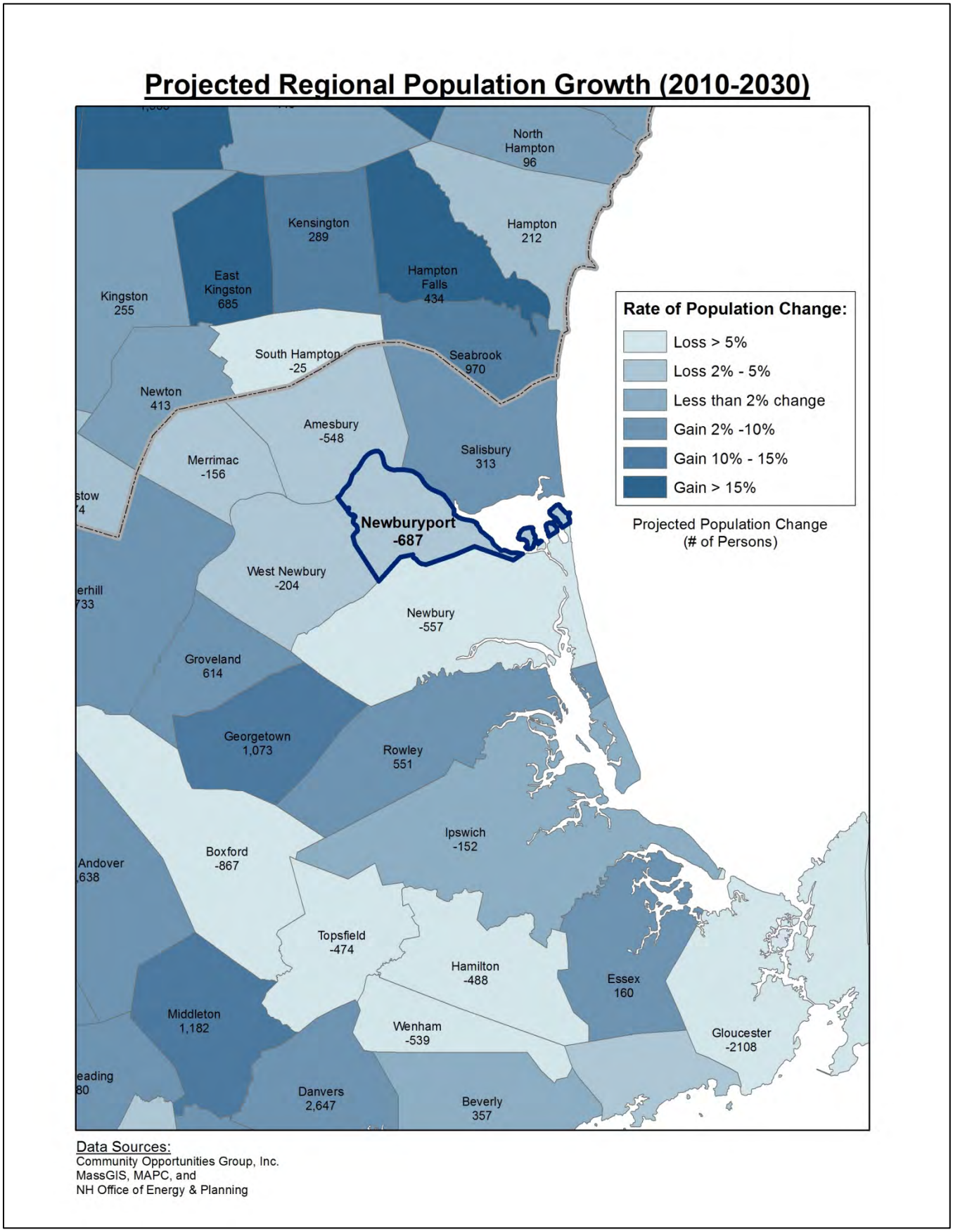
- *Recent estimates suggest that poverty levels have increased.* US Census and ACS estimates indicate that the proportion of individuals living in poverty in Newburyport increased from 5.2 percent in 2000 to 7.4 percent, increasing from 877 to 1,290 residents. The poverty level is highest among children, with an estimated 9.2 percent of Newburyport children living in poverty by latest estimates.
- *Newburyport's population is expected to decline by 3.9 percent over the next 15 years.* Along with many communities in the surrounding region, Newburyport is expected to lose population between 2010 and 2030, according to MAPC's "Status Quo" population projections which assume a continuation of historic development trends. Under MAPC's "Strong Region" scenario which assumes greater housing and economic growth, Newburyport is expected to maintain the same population in 2030 as it had in 2010.

Table H-1: Summary of Demographic Characteristics for Newburyport, Essex County and Massachusetts, 2013

	Amesbury	Newbury	Newburyport	Salisbury	West Newbury	Essex County	Massachusetts
Population	16,554	6,794	**17,662**	8,495	4,370	757,395	6,657,291
Population Density	1,346	290	**2,103**	552	326	1,536	849
% Population Growth 2000-2010	-1.0%	-0.8%	**1.3%**	5.3%	2.1%	2.7%	3.1%
% Minority	6.0%	1.6%	**3.5%**	5.2%	1.5%	19.7%	20.0%
Median Age	42.2	47.3	**46.1**	45.2	44.0	40.6	39.3
Households	6,812	2,677	**7,395**	3,297	1,502	286,896	2,538,485
% Household Growth 2000-2010	4.1%	3.4%	**1.9%**	11.5%	7.6%	3.8%	4.2%
Average Household Size	2.38	2.49	**2.34**	2.56	2.90	2.58	2.53
Families	63.9%	71.8%	**58.9%**	68.8%	82.0%	66.7%	63.6%
Nonfamily Households	36.1%	28.2%	**41.1%**	31.2%	18.0%	33.3%	36.4%
Individuals Living Alone	29.5%	24.3%	**34.0%**	22.5%	14.9%	27.7%	28.8%
With Children under 18	30.2%	29.4%	**25.7%**	25.9%	36%	32.9%	30.7%
With Seniors over 60	30.3%	39.7%	**42.2%**	22.5%	38.9%	38.0%	36.4%
Median Household Income	$76,463	$95,827	**$83,149**	$75,995	$122,969	$68,776	$67,846
Median Family Income	$94,458	$111,034	**$116,892**	$88,750	$133,281	$85,919	$86,132
Median Nonfamily Income	$42,151	$61,213	**$48,310**	$43,269	$37,583	$36,954	$39,227
Median Income Senior Households	$38,044	$50,489	**$46,076**	$53,750	$54,063	$39,619	$39,550
% Earning < $35,000	20.0%	17.9%	**20.9%**	23.4%	13.4%	27.5%	27.8%
% Residents in Poverty	4.3%	4.9%	**7.4%**	8.3%	8.5%	11.3%	11.6%

Source: ACS 2010-2014, S1101, S1701, DP02, DP03, DP05, US Census 2000, 2010
*Persons per square mile land area, ACS 2014

Map H- 1


Projected Regional Population Growth (2010-2030)
North Hampton 96
Kensington 289
Hampton 212
East Kingston 685
Hampton Falls 434
Kingston 255
South Hampton -25
Seabrook 970
Newton 413
Amesbury -548
Salisbury 313
Merrimac -156
Newburyport -687
West Newbury -204
Newbury -557
Groveland 614
Georgetown 1,073
Rowley 551
Ipswich -152
Boxford -867
Topsfield -474
Hamilton -488
Essex 160
Middleton 1,182
Wenham -539
Gloucester -2108
Danvers 2,647
Beverly 357
Rate of Population Change:
Loss > 5%
Loss 2% - 5%
Less than 2% change
Gain 2% -10%
Gain 10% - 15%
Gain > 15%
Projected Population Change (# of Persons)
Data Sources:
Community Opportunities Group, Inc.
MassGIS, MAPC, and
NH Office of Energy & Planning

Newburyport's Housing Trends

- *Housing growth has been steady, but modest.* Newburyport added 475 housing units between 2000 and 2014, an average of 32 units per year. Amesbury and Salisbury permitted construction of more units over this period, averaging 40-50 units per year. Newburyport's housing growth rate of 4.4 percent between 2000 and 2010 was lower than 6.8 percent for Essex County and 7.1 percent statewide. It should be noted that the teardown and replacement of the existing housing stock has been a factor in new housing growth.
- *High level of owner-occupancy and declining rental stock.* According to ACS 2010-2014 estimates, 71.6 percent of Newburyport's housing stock was owner-occupied. Newburyport experienced a net loss of rental units over the past several decades, going from 2,464 rental units in 1980, or 38 percent of all occupied housing units, down to 2,172 units by 2010, representing only 28.5 percent of all units.
- *Housing prices remain high despite the recent poor economic climate and slower market.* ACS estimates (2010-2014) indicate that the median value of all owner-occupied homes is approximately $435,000, compared to $350,000 for Essex County and $330,000 statewide. Median sales price reflects the cost of housing for those who seek to become homeowners in Newburyport today. In addition to the high cost, the difficulty in securing financing remains a challenge, providing a significant constraint to those entering the housing market.
- *Rental costs are increasing.* The 2010 median rent was estimated by the Census Bureau to be $1,080 while the lowest rent advertised on Craigslist in February of 2015 was $875 for a one-bedroom unit and approximately $1,200 for a two-bedroom unit. Landlords also typically require first and last month's rent up-front, plus a security deposit. A strong rental housing market has pushed going rents well beyond the means of many, including most low- and moderate-income individuals and families.

Table H-2: Summary of Housing Characteristics for Newburyport, Essex County, and Massachusetts, 2010

	Amesbury	Newbury	Newburyport	Salisbury	West Newbury	Essex County	Massachusetts
Total Housing Units	7,395	3,069	**7,927**	4,371	1,609	307,174	2,816,875
New Construction Permits 2000-2014	603	183	**475**	774	228		
Owner Occupied	70.7%	82.2%	**71.6%**	70.7%	90.2%	63.1%	62.3%
Renter Occupied ACS 2010-2014	29.3%	17.8%	**28.4%**	29.3%	9.8%	36.9%	37.7%
Renter Occupied 2000	34.4%	19.5%	**33.4%**	31.4%	7.0%	36.5%	38.3%
Seasonally Occupied	0.6%	10.9%	**2.8%**	23.9%	1.5%	1.7%	4.8%
Detached Single Family Homes	49.1%	84.5%	**51.4%**	54.0%	84.3%	50.5%	52.2%
Units in structures with 3+ units	30.9%	4.0%	**27.4%**	20.6%	2.5%	31.2%	31.5%
Median Value (ACS)	$311,800	$461,800	**$435,100**	$315,600	$460,900	$349,300	$329,900
Median Sales Price (annual 2015)	$270,000	$440,000	$440,000	$290,000	$500,000	$338,767	$335,000
Median Gross Rent	$1,015	$1,123	**$1,089**	$1,086	$1,673	$1,063	$1,088
% Affordable	7.2%	3.5%	**7.6%**	8.9%	2.2%		

Source: 2010-2014 ACS, DP04, B25004, S2503, B25077, B25064, Census Building Permits Database, The Warren Group, DHCD SHI December, 2014

The convergence of these trends – increasing numbers of households, more people living alone, high housing prices, lower housing production, declining supply of rentals, difficulty in obtaining financing, large up-front cash requirements for homeownership and rentals – all point to a growing affordability gap. ACS estimates (2010-2014) that counted 2,243 households or approximately 30 percent of all Newburyport households that were living in housing that was by common definition beyond their means and unaffordable (meaning, according to the U.S. Department of Housing and Urban Development, a household is spending more than 30 percent of its income on housing), up from about one-quarter of all households surveyed in 2005-2009. Among renters the rate of households spending more than they can afford on housing is nearly 40 percent.

Section B: Housing Snapshot

- There are approximately 7,100 residential properties in Newburyport. About 61 percent of the properties are single-family, 30 percent are condominium, and 9 percent are 2-3 family, multifamily, or other housing types.
- Most the housing built in the past century has been single-family, while the vast majority of multifamily, mixed use, or other alternative housing types were built before 1900. Most multifamily housing built after 1900 has been condominiums or specialized/subsidized housing (nursing homes, assisted living, rest homes, public housing, and nonprofit-owned).
- Despite the significant presence of historic structures in Newburyport, the median year built for all single family homes is 1950.
- Half of Newburyport's condominiums are in multifamily or alternative housing structures that were built prior to 1939 and have been converted to condominiums, thereby reducing the stock of rental housing.
- Traditionally, the size and scale of Newburyport's housing has been modest, but recent trends are changing this pattern. The average size living space for single family homes built prior to 1900 was about 2,000 square feet. Houses built during much of the 20th Century were smaller, with average sizes around 1,500. Sizes have increased substantially in recent decades, with an average of 2,700 square feet for houses built after 2000. Houses built prior to 1969 typically had lot sizes of less than 0.30 acres, while those built since 1980 average closer to 0.5 acres.
- Typically smaller than single family houses, condominiums are also increasing in average size. Unit size in structures built before 1939 averages around 1,300 square feet. Condominiums in structures built in the 1960's and 70's are considerably smaller, with average size well below 1,000 square feet. Unit sizes in recently constructed buildings are around 1,500 square feet.
- The average value for single family houses is $521,115, while the average for condominiums is $320,272. The quality of houses, as reflected by the average value per square foot, has remained fairly level for single family houses over all of the eras of construction, ranging between $258 and $302 per square foot. Condominiums, on the other hand, have seen considerable fluctuation in quality; units in buildings constructed during the 1960's and 70's have values per square foot of approximately $150 and an average unit value of $110,000, compared to condominiums built prior to 1939 or after 1980, in which value per square foot ranges from $245 to $268 and average unit values of $310,000-$411,000.
- The City's rental housing inventory is primarily located in multifamily or other residential building types, including 2-3 family homes or lots with multiple structures, multifamily structures with 4+ units, mixed use structures, rooming houses, and specialized or subsidized housing developments. Many of these structures have been converted to condominiums, and very few have been built in over a century.

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Table H-3: Residential Properties by Land Use

Use/Year Built	#	Average Lot Size (Acres)	Average Value	Average Living Area (s.f.)	Value per Square Foot
Single Family	**4,334**	**0.29**	**$521,115**		
before 1900	1,423	0.22	$563,211	2,026	$278
1900-1939	524	0.21	$479,350	1,586	$302
1940-1949	194	0.23	$422,792	1,419	$298
1950-1959	400	0.23	$389,292	1,435	$271
1960-1969	510	0.30	$402,151	1,472	$273
1970-1979	237	0.28	$416,567	1,493	$279
1980-1989	374	0.47	$527,710	2,047	$258
1990-1999	360	0.49	$648,412	2,488	$261
after 2000	312	0.43	$748,498	2,706	$277
Condominiums	**2,121**		**$320,272**		
before 1900	935	-	$333,727	1,253	$266
1900-1939	121	-	$313,660	1,278	$245
1940-1949	4	-	$309,925	1,167	$266
1950-1959	9	-	$267,444	1,119	$239
1960-1969	109	-	$102,983	667	$154
1970-1979	156	-	$110,141	740	$149
1980-1989	220	-	$352,213	1,389	$254
1990-1999	170	-	$411,298	1,536	$268
after 2000	397	-	$377,452	1,504	$251

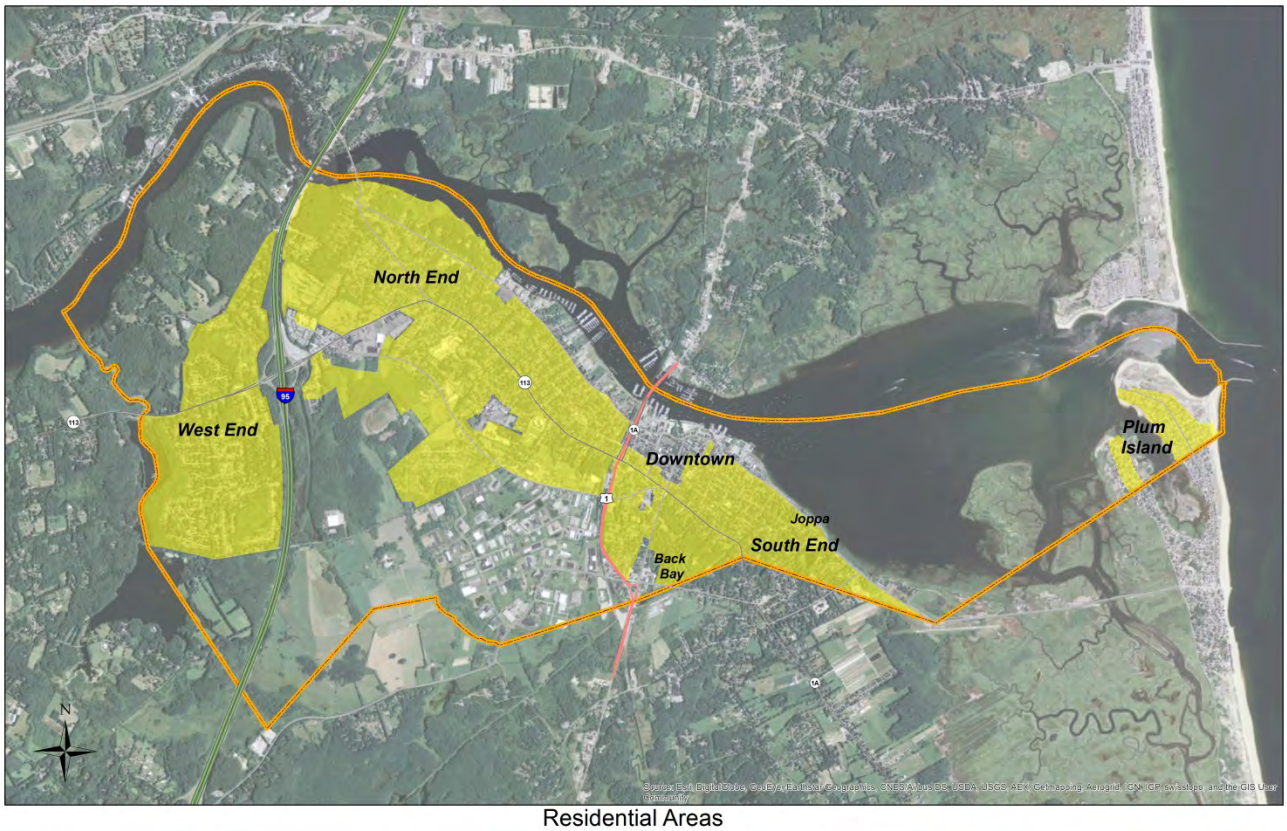
Other Residential	#	Median Year Built
Two Family	325	1850
Three Family	59	1850
Multiple Houses on Single Lot	24	1880
Multi-family Apartments (4+ Units)	94	1850
Mixed-Use (Residential/Commercial)	69	1852
Rooming Houses	2	1844
Specialized/Subsidized Housing[1]	25	1967

Source: *Vision Governmental Solutions,* City of Newburyport Assessor's Database, FY2016

Newburyport has a traditional development pattern in that the densest residential neighborhoods are located in and around the downtown core. Housing density is greatest in this area where single-, two-, and multi-family homes are located. Density generally lessens the further away from the downtown core you are, where minimum lot sizes increase from 8,000 square feet near downtown to 20,000 square feet west of Route 95. Plum Island is a fairly compact, densely developed neighborhood. In recent years, the City has seen the redevelopment of the Island's "beach shacks" into larger single-family homes.

[1] Includes nursing homes, assisted living, rest homes, public housing, and nonprofit-owned housing

Map H- 2: Newburyport Neighborhoods



Residential Areas

Table H-4: Housing Structure Types by Neighborhood

Neighborhood	Single Family	Condominium	Two Family	Three-Family	Multi-Family
Downtown	184	89	52	14	47
North End	1,754	211	144	27	30
South End	671	114	101	21	20
West End	871	0	2	0	0
Back Bay	83	24	7	3	2
Plum Island	443	9	19	0	1

Source: Vision Governmental Solutions, Newburyport's Assessor's Database as of December 31, 2014

Newburyport's Housing Values, Costs and Affordability

Value and costs continue to rise as the housing market slowly rebounds from the recession. The desire to live in Newburyport combined with the lack of land on which to build homes has kept home values high and the housing market strong despite economic fluctuation. Values are rising and median sales prices are increasing faster than the household incomes of renters and homeowners. While rental costs have not increased as dramatically as home prices, the median household income of renters did not change between 2000 and 2010, so the affordability gap widened considerably. The proportion of households (renters and homeowners paying more than what they could afford for housing (commonly defined as more than 30 percent of household income) grew from 27 percent in 2000 to 30 percent in 2010.

Table H-5: Change in Median Housing Costs and Median Income

	2000	2010	Change 2000-2010	% Change
Median Gross Rent	$764	$1,080	$316	41.4%
Median Value Single Family Owner Occupied Units	$253,600	$445,000	$191,400	75.5%
Median Sales Price Single Family Homes	$300,000	$415,250	$115,250	38.4%
Median Household Income	$58,215	$76,300	$18,085	31.1%
Renters	$37,648	$37,658	$10	0.0%
Homeowners	$72,043	$100,290	$28,247	39.2%
Households with Housing Cost Burden	**27.0%**	**30.4%**	**3.4%**	**12.6%**

Source: Census 2000, ACS 2010-2014

Chart H-2 shows that the total number of rental units has declined over the past 20 years, while the cost of renting has increased. ACS estimates the gross rent based on a sample of renters surveyed over a five year period, without indicating whether the rents were subsidized or discounted for any reason. No data is available on actual market rents in the region, however advertised rents for Newbury apartments currently range from $1200 to $2600.[2]

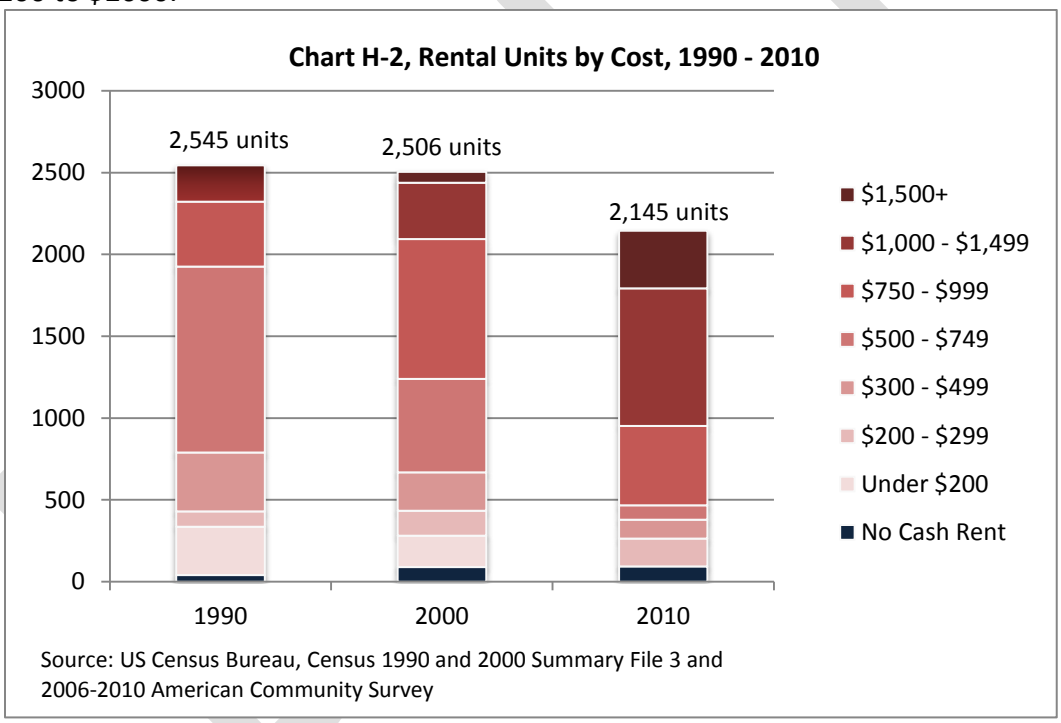


Table H-6 shows the rent that is affordable to households at various income levels. Over half of Newburyport's renters earn less than $50,000 per year, which is approximately the income required to afford apartments at the lowest current market rents. About one third of renter households in the lowest income brackets are cost burdened, that is they spend between 30-50 percent of their income on housing. Those who spend more than 50 percent of their income on housing are considered to be severely cost burdened. In all, ACS identifies 824 renter households who spend more than they can afford on housing, virtually all of whom are low income households.

[2] Craigslist, February 15, 2016

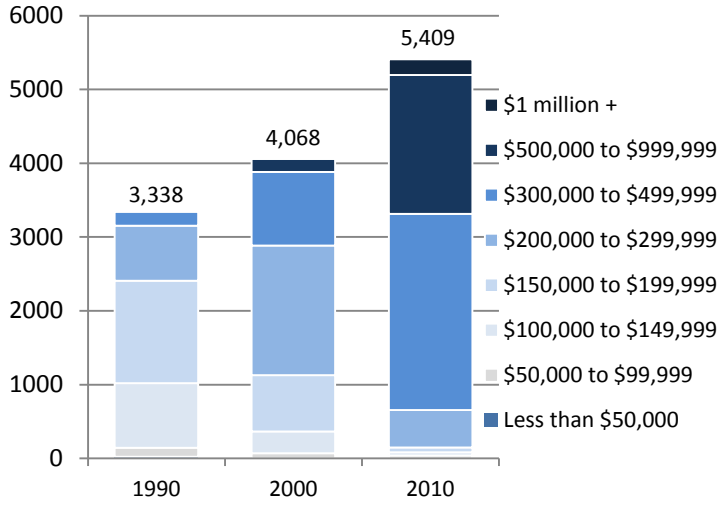
Table H-6: Rental Housing Demand by Income Threshold

Income	Max. Affordable Gross Rent	Renters	%	% Cost Burdened	% Severely Cost Burdened
<$35,000	$625	891	42.4%	31.5%	41.9%
$35,000 – 49,999	$1,250	335	15.9%	32.2%	13.1%
$50,000 - $74,999	$1,875	420	20.0%	10.0%	0.0%
$75,000 - $99,999	$2,500	170	8.1%	0.0%	0.0%
>$100,000	>$2,500	285	13.6%	0.0%	0.0%
Total		**2,101**	**100%**	**20.5%**	**19.8%**

Source: ACS 2010-2014, COG

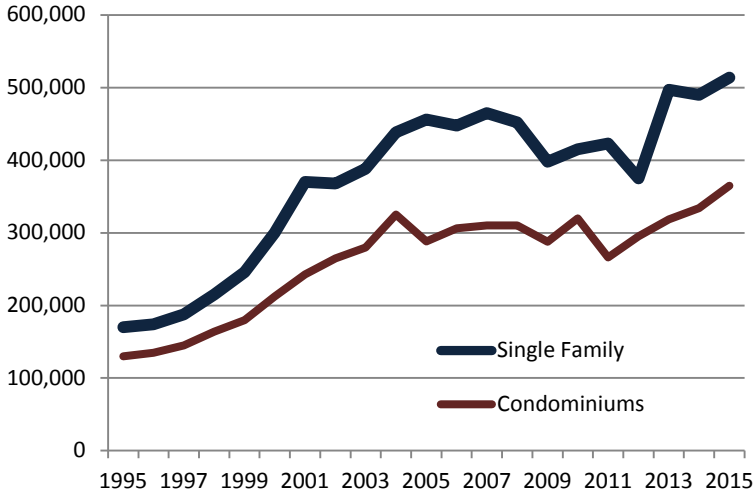
Charts H-3 and **H-4** demonstrate that housing values and prices have risen over the past two decades. Newburyport has added more than 2000 homes since 1990, and most homes are valued over $300,000, compared with less than a third of homes priced above this range in 2000. Table H-6 provides Warren Group data on median sales prices and number of sales from 1995 to the end of 2015, offering a long-range perspective on sales activity. This data is tracked through Multiple Listing Service information based on actual sales. Despite a few dips in the market, the median prices and numbers of sales of both single-family homes and condominiums have been on an upward trajectory in Newburyport.

Chart H-3, Homeownership Units by Value, 1990 - 2010



Source: US Census Bureau, 1990 and 2000, Summary File 1 and US Census Bureau, 2006-2010 American Community Survey

Chart H-4, Median Sales Price, Newburyport 1995 - 2015



Source: The Warren Group/Banker & Tradesman, February 5, 2016

Table H-7 below provides an estimate of the maximum purchase price for households within various income brackets. The majority of homeowners in Newburyport earn more than $100,000 per year, which is approximately the income required to purchase a median priced single family home in 2015. To purchase a median priced condominium in 2015 requires a household income of approximately $75,000. The proportion of renter households within incomes required to purchase homes is much smaller.

Among current homeowners, there are many households in moderate income brackets as well as low income households who experience housing cost burden. More than half of homeowners who earn less than $50,000 per year spend more than 30 percent of their income on housing, with the lowest income households

experiencing the most severe housing cost burden. In all, ACS identifies 1,263 homeowners who are either cost burdened or severely cost-burdened.

Table H-7: Housing Demand and Supply by Income Threshold

Income	Max. Affordable Purchase Price*	Owners	% of Owners	% Cost Burdened Households	% Severely Cost Burdened Households
<$35,000	$115,000	496	9.4%	27.4%	36.3%
$35,000 - $49,999	$225,000	570	10.8%	37.9%	14.5%
$50,000 - $74,999	$340,000	712	13.4%	40.2%	8.4%
$75,000 - $99,999	$460,000	665	12.6%	21.5%	4.4%
$100,000 - $149,999	$680,000	1,051	19.9%	9.8%	0.0%
>$150,000	>$680,000	1,800	34.0%	1.3%	0.3%
Total		**5,294**	**100%**	**17.1%**	**6.7%**

Sources: ACS 2010-2014, COG

*Assumes mortgage + property tax + insurance payment = 30% of monthly income with 10% down payment, 4% interest rate, and estimated tax and insurance.

As the housing market gets stronger, finding homes that are affordable to young families and professionals and seniors becomes increasingly difficult. There are few opportunities for first-time homebuyers and many current residents have been forced to move to neighboring communities in search of housing that meets their needs. For the majority of the workforce employed in Newburyport, wages do not support the cost of housing in the City; average wages in manufacturing, professional services, public administration are between $50,000 and $75,000, while retail, hospitality, and restaurants pay average wages below $25,000. The City needs to focus on increasing the supply of housing at various levels of affordability, including both rental and homeownership options.

Under Massachusetts law "*Chapter 40B*", all communities are supposed to have a minimum of 10 percent of their housing stock be *affordable* to lower income households. To count toward this 10 percent, units must have a permanent or long-term restriction to sell or rent to households earning less than 80 percent of the median income in the region as defined by the U.S. Department of Housing and Urban Development (HUD). The Median Family income for the Boston-Cambridge-Quincy area region which includes Newburyport was $98,500 in FY 2015. The Massachusetts Department of Housing and Community Development (DHCD) maintains an inventory of housing units which have been subsidized to remain affordable to low and moderate income households. **Table H-8** lists the affordable housing units that are included in Newburyport's Subsidized Housing Inventory (SHI).

Although Newburyport is credited for having SHI units representing 7.56 percent of its housing stock (as of 2010, the last Decennial Census), there are many units who's affordability restriction is scheduled to expire within the next 10 years, and which may not actually meet the requirements for eligibility. These units were added to the SHI because they were improved utilizing a subsidy program to assist low income homeowners maintain decent and safe housing. Although this program is important for preserving existing homes for low-income households, they do not represent long-term affordable units. The number of actual subsidized housing units is estimated at 513, or 6.4 percent of the city's housing stock.

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Table H-8, Newburyport Subsidized Housing Inventory

Name	Address	Type	SHI Units	Affordability Expires
Horton Terrace	N. Atkinson St. & Simmons Dr.	Rental	50	Perp
n/a	Simmons Dr.	Rental	8	Perp
n/a	V St./Avenue A	Rental		42
Sullivan Apartments	Temple St.	Rental	100	Perp
n/a	Milk St.	Rental	8	Perp
n/a	93 Storey Ave.	Rental	8	Perp
Heritage House	32 Low St.	Rental	101	2031
James Steam Mill	1 Charles St.	Rental	99	2033
1997 YWCA Family Residence	Market St.	Rental	5	2018
Maritime Landing Condominiums	68 and 70 Rear Story Ave	Rental	29	Perp
Moseley Village Condominiums	Moseley Ave.	Ownership	1	2103
Ocean View Condominiums	Ship Street	Ownership	2	2103
The Foundry	129 Merrimac St.	Ownership	13	2056
Titcomb & Woodland	Woodland St. & Titcomb St.	Rental	8	Perp
Oleo Woods	Richardson Path	Ownership	2	Perp
DDS/DMH Group Homes	Confidential	Rental	37	n/a
Newburyport Housing Rehab Program	Water St.	Rental	5	2018
Newburyport Housing Rehab Program	Various	Ownership	88	2014-2026
Total Units on SHI			**606**	**7.56%**
Total Eligible Units on SHI (Less Housing Rehab Program)			**513**	**6.40%**

Source: DHCD, 2016

In addition to the units listed on the SHI, rental voucher programs offered by the federal and state governments allow some low income households to rent through the private market, making up the difference between a fair market rent and what a low- or moderate-income household can afford. These vouchers are administered by the Newburyport Housing Authority and other administering agencies throughout the region, and households having vouchers may seek housing in any community. It is not clear how many households may be utilizing vouchers to live within Newburyport.

Now, more than ever, the City is focused on supporting the construction and creation of affordable homes and apartments to house these populations and to diversify the housing stock to provide options to its residents.

Homelessness

The issue of homelessness has become more pronounced in the North Shore Region as housing costs have increased relative to household incomes and the supply of affordable housing throughout the region does not meet the level of need. In addition to those who may be in shelters or unsheltered, the population that can be considered to be homeless include those who live in unstable housing situations, such as doubling up with other families, or residing in hotels or temporary (seasonal) rentals. The Newburyport YWCA coordinates an annual count of homelessness in the region which includes Newburyport, Amesbury, Salisbury, Newbury, and Rowley. Part of a national homelessness count coordinated by the US Department of Housing and Urban Development (HUD), the Newburyport YWCA conducts a count of all of the homeless population residing in the region's shelters and on the streets, as well as various agencies serving the homeless population, including schools that administer the McKinney-Vento program for homeless students. The numbers of homeless

identified in the count has increased as the volunteer capacity and cooperation of partner organizations and agencies has grown. In 2016, the YWCA counted 494 homeless individuals and family members throughout the region.

Many of the homeless – in particular, those who may be doubled up or living in seasonal rental units may be difficult to identify and include in the count. Some seasonal housing units may be occupied by households who rent for the winter months only and must find housing elsewhere in the summer season. In addition, there are some homeless who live in encampments during the summer months or throughout the year. Over the past five years, homelessness among veterans has been all but eliminated through a program which combines veterans' services with housing vouchers. Nonprofit organizations that address the housing needs of Newburyport families and individuals who are homeless or at risk of homelessness include the Newburyport YWCA, the Roof Over Head Collaborative, Turning Point, and the Salvation Army.

Section C: Newburyport's Housing Goals

Newburyport remains a vibrant community and continues to be a desirable place to move to, to work in and in which to raise our children. The population and housing trends illustrate the need to create new housing, both ownership and rental, to meet the needs of the citizenry. This housing must be affordable to working individuals, young families and the senior community. This growing affordability gap presents a major challenge to the City over the next decade; but it is not the only housing challenge in Newburyport. As new housing is constructed and redevelopment of the City's existing housing stock occurs to close the affordability gap, the City must work to ensure that residential development is sensitive to, cohesive and compatible with Newburyport's distinct, often historic, neighborhoods.

The architectural, cultural, economic, political and social history of Newburyport is one of its most valued and important assets. As new residential growth is developed and older homes are redeveloped to meet the needs of today's families, it is important to recognize and respect both the historical fabric of the City's unique neighborhoods and the City's natural resources. In addition to creating and sustaining a diverse housing stock, the City must take steps necessary to ensure that development is compatible with the existing built environment and does not unnecessarily impede on open spaces and conservation lands. The preservation, rehabilitation and enhancement of the City's natural and historic character are critical to the preservation of the Newburyport's heritage and land values and a benefit to the general welfare of its citizens and property owners. This Plan includes actions focused on ensuring that new- and redevelopment will be historically sensitive through the creation and refinement of existing regulations.

The housing component of this Plan seeks to build upon the existing strengths of the City's housing stock while supporting the Master Plan Vision of sustainability, by crafting goals, objectives and actions that together:

- Promote a lively, active and diverse population that supports a vibrant economy;
- Create new affordable housing opportunities so that working professionals, young families and the senior community are able to live in and enjoy the City;
- Preserve home values by allowing appropriately-scaled residential development that will preserve the historic character of the City;
- Protect open spaces through thoughtful site planning that promotes safe and efficient pedestrian movement throughout the City; and
- Promote energy conservation and production.

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The Goals discussed in the remainder of this chapter provide a coherent framework for meeting Newburyport's future housing needs with a focus on creating more diverse, moderately priced and affordable housing options in proximity to goods and services.

Goal H-1: Increase the variety of housing options to promote a lively, active and diverse population and to accommodate households with varying housing needs and family structures.

The Objectives and Actions supporting Goal H-1 recommend ways to diversify Newburyport's housing stock, increasing housing choice and establish neighborhoods that bring different groups of people together. Future housing development should strive to meet the needs of all community members, including low- and middle-income households, and should avoid the creation of enclaves of poverty or wealth or uniform concentrations of housing types (single-family, multi-family units, same design/size, etc.) in segregated neighborhoods. Development incentives, regulations, zoning, and favorable financing are a few of the tools that can be used to spur mixed income, diverse housing development.

Goal H-2: Continue to implement the strategies found in the City's 2013 Housing Production Plan to achieve the State-mandated goal of having at least 10 percent of the City's year-round housing stock defined as affordable through both the creation of new affordable housing options as well as the preservation of Newburyport's existing affordable housing stock by the year 2017.

In the Housing Production Plan, the City has a clear, concise course of action to create housing that meets the needs of the community and achieve the goal of having at least 10 percent of the housing stock be comprised of affordable units. The City must continue to assess its affordable housing needs and future growth projections on a continual basis and develop appropriate regulatory tools and financial incentives to spur the development of affordable housing. Along with the creation of new affordable and moderately priced housing units, the preservation of existing affordable housing stock is critical to the success of an affordable housing plan.

Successful projects rely upon the availability of favorable funding and financing opportunities, and frequently draw upon resources provided by the federal government, local governments, or philanthropic institutions. Elected officials, City staff, and volunteer Board and Commission members must work collaboratively with the private development community and housing and service-oriented non-profit organizations to further Newburyport's affordable housing goals.

Goal H-3: Ensure that new residential development and redevelopment is appropriate in terms of location, size, scale and massing in addition to complementing the historic character of the neighborhoods.

Appropriately-designed development and redevelopment can promote neighborhood revitalization. With proper design standards, especially for multi-family dwellings, community acceptance of a diversity of housing types may be increased. Design standards can be used to guide development of all types of dwellings. They may be crafted to reflect Newburyport's architectural and cultural history and each of its distinctive neighborhoods, which in turn will be more easily accepted by neighboring residents.

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Goal H-4: Housing development and redevelopment shall be designed to protect the City's natural and cultural resources, to preserve open space corridors and to allow for safe pedestrian movement within and among the City's neighborhoods.

New housing development and redevelopment presents an opportunity to promote environmentally-friendly design. The site planning aspect of housing development and redevelopment offers an opportunity to design housing so that residents are able to safely access and appreciate Newburyport's open spaces and resources. By ensuring that neighborhoods are compact, walkable and safe for both motorized and non-motorized users, the City will be able to help residents maintain their quality of life.

Goal H-5: Promote energy conservation and renewable energy production in both the creation of new housing and the redevelopment of existing housing.

Throughout this Master Plan, the concept of sustainability is threaded through each individual Plan element. In housing redevelopment, there are opportunities to incorporate Low Impact Design (LID) techniques that lower our impacts on both the environment and on the City's services and infrastructure (i.e. water and sewer systems). Promoting energy conservation includes strategies focused on retrofitting existing structures to promote energy efficiency, updating/creating regulatory provisions to incorporate green technologies like renewable energy generation and gray water recycling systems and partnering with local organizations and financial institutions to offer incentives and aid for these types of improvements.

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Chapter 7
Transportation & Circulation

Transportation and mobility are critical to Newburyport resident's quality of life. Newburyport is generally well-served by its transportation facilities which support trips for commerce, commuting, work, shopping, errands, education, healthcare, recreation, socializing, and many other purposes. Residents, workers, and visitors have the option to travel by a number of different modes, including private vehicle, public transportation such as a commuter train and regional buses, bicycling, walking, paratransit and taxicab. Similar to many other communities, the large majority of people rely upon private vehicles (e.g., about 80% commute by car according to census information) and a much smaller percentage use public transportation, walk, or bicycle. While Newburyport's transportation system is generally good, many improvements are needed to enhance existing facilities, as well as broaden the opportunities for and appeal and safety of alternative modes of transportation.

Newburyport is predominately a residential community with a thriving cultural and commercial downtown center as well as a business park. The City is located within a framework of easily accessible major transportation corridors including I-95 and I-495 plus Routes 1, 1A and 113. The local street system consists of a traditional urban grid in the older parts of the community and a more suburban style pattern of cul-de-sacs, shorter streets and dead-ends in the newer developments. Parking facilities in the downtown area are generally reaching capacity and how to address them has been the subject of some controversy for many years. Along with the infrastructure for automobiles, the City also provides opportunities for transit, bicycle and pedestrian circulation. Regional transit is served by an MBTA commuter rail station on Route 1 at the southern edge of town, and a commuter and intercity bus terminal adjacent to the park-and-ride facility off I-95 at Exit 57 (Route 113). There is an extensive network of sidewalks in the older urban grid which are in varying states of repair, and there are bicycle lanes and routes along High Street and Water Street. Recently the City has developed off-road multi-use pathways along the riverfront and the former rail corridors, with existing and future connections north and south as part of a regional greenway system including a bicycle/pedestrian connection across the Merrimack River via the new Whittier Bridge. While the Merrimack River and the Atlantic Ocean were historically critical routes for commerce and instrumental in shaping the development of Newburyport, the river and sea have been supplanted almost entirely by land-based transportation networks and given over to recreational enjoyment.

Since the 2001 Master Plan, the City has accomplished a number of transportation improvements, including: the first phase of the Clipper City Rail Trail in the North End; new pathways to and along the waterfront; a new downtown off-street paid-parking program; an upgraded Green Street surface parking lot downtown; a new roundabout at the intersection of Spofford, Moseley, and Merrimac streets; resurfacing many roads; new accessible curb cuts downtown and along High and Merrimac Streets; sidewalk installations and repairs; and the installation of bicycle lanes along High Street. The City initiated discussions regarding the need fora structured parking facility downtown over three decades ago. Eight years ago the City began working with the Merrimac Valley Regional Transit Authority to develop an intermodal facility/garage in the downtown area. The site has been approved and financing has been identified with Federal, State and City funds. Design for the facility in underway and the project is anticipated to break ground in April of 2017. The City is also making progress in working with the central waterfront stakeholders to dissolve the Newburyport Redevelopment Authority leading to an expansion of park space and improving/redeveloping the central waterfront's surface parking lots.

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The City has worked in partnership with other entities to improve transportation facilities that are not owned and controlled by the City. Examples include the Merrimack Valley Planning Commission's comprehensive Road Safety Audit of the intersection of Route 1 and Merrimac, Summer and Winter Streets, and the design of the I-95/Whittier Bridge state mega-project. As only one community within a broad interconnected region, the City of Newburyport has a limited ability to improve federal and state owned roads, bridges, and intersections within the community, connections to other communities, and mass transit facilities serving the region.

Improved safety, accessibility, connectivity, and environmental awareness are important transportation priorities. The City would like to see the expansion of public transit service to meet the community's needs that is efficient, user-friendly, and environmentally sound. It aims to develop policies that would reduce dependency on the private automobile, better organize parking in the downtown, improve traffic flow on major streets, and slow down traffic in residential areas through the integration of traffic calming measures like narrowing roads, adding speed bumps, and constructing curb bump-outs. The City would also like to encourage more walking and biking by improving the pedestrian and bicycling infrastructure in Newburyport.

Section A: Existing Conditions

Commuting Patterns

A community's community profile is generally influenced by its location within the region, land use patterns and availability of transportation infrastructure and services. Newburyport's proximity to I-95, Route 1 and even to I-495 provides the community with easy and convenient access to the regional highway network.

Table TC-1: How Newburyport Residents Commute to Work

Mode Choice	2000 Census		2009-2013 ACS	
	Number	Percent	Number	Percent
Drove Alone	7,369	80.2%	6,439	72.7%
Carpool	610	6.6%	464	5.2%
Walked	274	3.0%	600	6.8%
Public Transportation	258	2.8%	461	5.2%
Work at Home	584	6.4%	735	8.3%
Other	91	1.0%	155	1.8%
Total Workers	9,186	100%	8,854	100%

Source: 2000 U.S. Census and U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Table TC-2: Average Commuting Time for Newburyport Residents

Time Spent Commuting	2000 Census		2009-2013 ACS	
	Number	Percent	Number	Percent
Workers not working at home	8,602	100%	8,119	100%
Less than 5 minutes	485	5.6%	408	5.0%
5 to 9 minutes	1,374	16%	1,121	13.8%
10-14 minutes	1,116	13%	752	9.3%
15-19 minutes	585	6.8%	677	8.3%
20-24 minutes	487	5.7%	640	7.9%
25-29 minutes	513	6.0%	340	4.2%
30-34 minutes	992	11.5%	889	10.9%
35-39 minutes	285	3.3%	384	4.7%
40-44 minutes	447	5.2%	298	3.7%
45-59 minutes	1,111	12.9%	967	11.9%
60-89 minutes	896	10.4%	1,019	12.5%
90 or more minutes	311	3.6%	624	7.7%
Average travel time to work (minutes)	**29.9**		**33.3**	

Source: 2000 U.S. Census and U.S. Census Bureau, 2009-2013 5-Year American Community Survey

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Roadways

There are a total of approximately 100 miles of roadway in Newburyport, of which approximately 70 percent are City-owned and maintained. Highways and local roadways are the basis of the City's infrastructure and vital to its economic growth and prosperity. Roadways are classified according to their function and purpose, in a hierarchy based on mobility and access, which is outlined in guidelines established by the Federal Highway Administration. Functional classification is based on a process by which the nation's network of streets and highways are ranked according to the type of service they provide. Functional class describes how travel is "channelized" within the roadway network, by defining the role that any road or street plays in serving the flow of trips through a community or region.

Table TC-3: Functional Classification of Roadways within Newburyport

	Interstate	Arterial	Collector	Local	Total
Roadway Centerline Mileage	6.33	19.71	3.59	71.26	100.89
Roadway Lane Mileage	23.33	40.01	6.47	99.96	169.77

Source: Roadway Inventory File, MassDOT, 2013

Interstate highways and principal arterials form the basic framework for the roadway network. The most mobile function classes, interstates and principal arterials, serve the primary role of being a major conduit for interstate travel and commerce. Additionally, they help link major geographic and economic regions and urban centers. Newburyport's principal arterials include:

- **Interstate 95**, constructed in the 1950s, extends in a general north to south direction within the City of Newburyport for approximately 3.18 miles. The highway, along with its bridges, is maintained by the State and has four travel lanes each way, narrowing down to three each way as it reaches the City border with Salisbury. The Interstate has one on- and one off-ramp in Newburyport at Route 113.
- **Route 1** also extends primarily north to south within the City, running essentially perpendicular to the downtown. In the mid-1930s, the highway's routing was taken off of City streets and was placed on a roadway that was constructed by the Massachusetts Department of Public Works, a predecessor of Mass DOT from a rotary intersection of State Street and the Newburyport Turnpike at the southern City limits to the Merrimack River crossing at the northern City limits. Mass DOT still owns and maintains the section of highway, which is four lanes with two lanes of travel in each direction separated by a center median.
- **Route 1A**, owned and maintained by the City, diverges from Route 1 in Boston to the south, traverses through the North Shore's coastal communities and then merges with Route 1 in Newburyport to the north. Within the city, Route 1A is carried on High Street, east of Winter Street and on Summer and Winter Streets. Route 1A rejoins and merges with Route 1 at the ramp intersections with Merrimac Street.
- **Route 113**, locally known as Storey Avenue, is an east/west state-owned roadway, 1.8 miles in length, which runs from the West Newbury town line at the Artichoke Reservoir crossing to the west to its intersection with Moseley and High Streets to the east. It passes over Route 95 at the approximate mid-point of the roadway. Route 113 widens from two lanes to four from the west as it approaches the ramps to Route 95. East of I-95, the four-lane road is designated as being part of the National Highway System (NHS) of roads.

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Minor arterials also serve longer distance traffic movements, yet are considered secondary to urban principal arterials. They primarily serve as links between major population centers within or between distinct geographic and economic regions.

- **Low Street** provides a connection between Storey Avenue (Route 113), Route 1, and High Street (Route 1A). Low Street serves as an important alternative to High Street for traffic between downtown Newburyport, the Storey Avenue shopping centers and I-95 north.
- **Merrimac Street** is an east/west two lane roadway, 2.4 miles in length, which runs along the southern bank of the Merrimack River from Spofford Street near its river crossing at the Amesbury border to the west to Market Square in downtown to the east. The roadway connects the City of Amesbury, via the Chain Bridge – the only suspension bridge maintained by the Massachusetts DOT, and neighborhoods of Newburyport with the downtown.
- **Route 1** as it travels north of High Street is considered a minor arterial as vehicle trips on this section of roadway are made primarily between the City center and the Town of Salisbury.

Collector roadways differ from arterials by the size of their primary service areas. Collector roads are generally shorter and serve to gather vehicles from local roads and distribute them to arterials. In designated urban areas, such as Newburyport, there is no differentiation between major and minor collector roads. In Newburyport, there are 3.59 centerline miles of urban collector roadways. Examples include Water Street, State Street, Hale Street and Ferry Road.

Local roads are used primarily to provide access to adjacent properties. Often there are numerous turning movements and slower speeds, as vehicles use these roads to access residential areas. In Newburyport, there are 71.26 centerline miles designated as local roadways.

Roadway Maintenance and Snow Removal

The majority of roadways and sidewalks, except those previously noted, are maintained by the City through its Department of Public Services (DPS) Highway Division. The City will coordinate with the various utility companies so that when a road is scheduled to be repaved or a sidewalk be repaired, the utilities may perform their upgrades and repairs in advance of the City's work. As is the case when the State performs roadway repairs, there is a moratorium for a period of five years after a street or sidewalk has been repaved on digging it up for utility work; the exception to this being an emergency situation like water or gas leak.

The City, through its DPS staff and contractors, handles snow removal of all the roadways under its care and management. Snow removal along sidewalks is predominantly the responsibility of the property owner adjacent to the sidewalk, with the exception of the sidewalks in the downtown for which the City has responsibility. This responsibility is dictated by Newburyport City Ordinances, Section 12-52. For more detailed information regarding maintenance of roadways and sidewalks, please see Chapter 10: Municipal Services & Facilities.

Transit and Ridesharing

Newburyport is home to an MBTA commuter rail station as well as a staffed commuter and intercity bus terminal off of I-95 that is open 24 hours a day with frequent service to both Boston's South Station and Logan Airport. There is also a Park and Ride lot adjacent to the bus terminal that is available for people wishing to carpool or vanpool to work in addition to being a stop for commuter bus service and shuttles to Logan Airport. Anna Jaques Hospital and the Greater Newburyport Chamber of Commerce are MassRIDES partners; MassRides is a free program of the Massachusetts Department of Transportation (MassDOT) designed to help reduce traffic congestion and improve air quality and mobility. The Merrimack Valley Regional Transit

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Authority (MVRTA) offers bus transit service throughout the region with stops at various locations in Newburyport. The City in collaboration with MVRTA operates a Summer Shuttle on weekends from Memorial Day to Labor Day to transport visitors and residents from the train station to downtown to Plum Island beaches.

School Transportation

The Newburyport Public Schools contract with a private bus company for their transit needs. There are a total of 13 buses that carry 1,270 riders. The buses run on a 3-tier system, which means that one bus may make up to three different runs throughout the day. The Newburyport School Committee determines bus fees for each academic year. Students living more than two miles from school and those who qualify for free and reduced lunch do not pay bus fees.

In addition to the traditional school bus system of transporting children to school, Newburyport is a partner in the Massachusetts Safe Routes to School Program. This program is administered by the Massachusetts Department of Transportation and helps to reduce congestion, air pollution, and traffic congestion near schools, while increasing the health, safety and physical activity of elementary and middle school students through teaching children to start walking and bicycling more often to and from school. By being a partner in the program, Newburyport is able to receive technical assistance, implementation and marketing plans and evaluation programs. Additionally, the City receives educational materials targeted to students, parents and community leaders, promotional materials to announce the City's 'Safe Routes to School', training for stakeholders so that they may identify access challenges and design solutions and information on ways to qualify for infrastructure improvements to enhance safety along school routes.

Alternative Transportation Network

Newburyport has an extensive network of sidewalks, bicycle lanes and pathways and nature trails. Walking, hiking and biking are an integral part of community life and an increasingly viable alternative transportation choice. While the City has made a concerted effort to expand its sidewalk network, residents feel that a lack of sidewalks or gaps in the existing sidewalk network, poor maintenance and substandard pedestrian crossing locations create barriers to walking. Newburyport's urban development pattern and narrow colonial-era roadways present significant challenges for providing sidewalks throughout the City. The winter season presents additional challenges. While the City has an ordinance regulating sidewalk snow and ice removal (Newburyport City Ordinances, Section 12-52), residents generally comply with snow removal but enforcement of this ordinance is often lacking, especially during difficult winters with extensive snow accumulation.

Accommodating bicyclists through on-road and off-road facilities such as bike lanes, bike paths and the use of wider roadway shoulders, encourages the use of cycling as a form of transportation and provides for a safer bicycling experience. Newburyport has made strides in creating safer environments for cyclists through the addition of bike lanes along High Street, the continued work on the Clipper City Rail Trail and incorporating the "Complete Streets" principles, which integrates people and place in the planning, design, construction, operation, and maintenance of transportation networks, into roadway improvement projects. While there is continued improvement in this area, the community has strongly expressed its desire to make the City a safer place for cyclists and pedestrians.

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Marine Transportation

Located along the Merrimac River, the City is a haven for recreational and commercial boaters during the spring, summer and fall months. With several private yacht clubs dotting the shores and a large public boardwalk with both temporary docking space for visitors and permanent space for several commercial and charter vessels, the River is often teaming with activity. There has long been discussion of establishing a water taxi service between Salisbury and Newburyport, including Plum Island; such a service would reduce the number of vehicles passing through the two communities to visit their beaches, restaurants and shops. While a water taxi has not yet been established, both private interests and the City continue to support this idea and will likely make strides toward the creation of this transportation option.

All of the water transportation activity is private, with the exception of harbormaster and Coast Guard vessels. The Newburyport Harbormaster oversees and regulates vessels on the river and responds to emergencies with his primary task being the management and safety on the waterways of Newburyport. To ensure boater safety, Harbormaster staff patrols the river and harbor enforcing State and local laws, manages the boat launch facility at Cashman Park and the docks along the waterfront, manages the lifeguards on Newburyport's public beaches, and provides a waste water pump out vessel.

In order to provide better service to the public and the boating community, the City is constructing a new Harbormaster Visiting Boaters Facility with anticipated completion in the fall of 2016. This new 1,740 square foot facility will feature public restroom facilities, showers and facilities for visiting boaters, space for customer service and staff, plus storage and a 225 square foot office on the second level for the Harbormaster, which will allow a raised vantage point to monitor the river.

Parking

Downtown Newburyport has several public parking lots in addition to on-street parking. There are approximately 740 parking spaces in the downtown that are available for short-term (15 minutes to 2 hours), medium term (four to eight hours) and long term (eight hours and more) parking. The spaces in the parking lots feature a pay-and-display system with the cost of $1.00 per hour. The downtown street parking is free although the City employs parking attendants to ensure that vehicles do not exceed the posted time limits. There are several streets in the downtown residential areas that are reserved for resident parking and monitored with a parking sticker program.

The City of Newburyport is currently in discussion with the State, the MVRTA and a private landowner to site and construct an intermodal transit and parking facility in the downtown. When constructed, this facility will likely accommodate 207 vehicles, which will relieve some of the downtown parking pressures and also enable the City to remove a portion of the parking spaces on the waterfront and replace them with park space and public amenities. The facility will also serve as a bus stop for the MVRTA system and will feature bicycle parking.

Subdivision and Zoning Regulations

The Newburyport Planning Board's Rules and Regulations Governing the Subdivision of Land mandate minimum design and construction standards for new roadways and sidewalks. The Board may entertain waivers from these regulations so long as members believe that public safety is not at risk. The Board often weighs the potential risk to public safety versus the environmental benefits of accepting roadways that do not meet the minimum width dictated by the subdivision rules, or the elimination of a sidewalk on a new road in order to reduce the amount of impervious surface in a subdivision.

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Section VII of the Newburyport Zoning Ordinance addresses parking. The City allows various parking options for both residential and non-residential uses. While the preference for residential uses is to provide the required parking on-site, there are some allowances for off-site parking within 300 feet of the property. Recently, the parking provisions for non-residential uses have been more controversial as downtown businesses are able to count the spaces in the nearby public parking lots toward their required parking count. The City currently allows non-residential uses to provide the necessary parking spaces either (1) on-site; (2) off-site within a private parking lot or structure within 300 feet of the use; (3) off-site within a municipal parking lot within 300 feet of the use; or (4) off-site within a municipal parking structure within 500 feet of the use (with permission from the City Council). This section of the Zoning Ordinance will likely be modified in the 2016 zoning rewrite project with a balance between allowing businesses to grow and succeed while also addressing the parking pressures of the downtown.

Section B: Traffic

Traffic Volume

The Merrimack Valley Planning Commission (MVPC) compiled a variety of traffic data charts, maps and counts for each of the fifteen communities in the Merrimack Valley region into its *2014 Traffic Volume Data Report*. In addition to MVPC relying on the traffic data in this report to help maintain its regional traffic model (the program used to project traffic demand in the region) and to determine if the region is meeting the requirements of the Clean Air Act, it is used by the Federal Highway Administration as part of their formula to allocate highway funding to the states. The report is also used by private sector firms as they make business location decisions, by local officials to gauge the effects of traffic on local roads and neighborhoods and by state officials to assist them in the development and implementation of the management systems.

The report features traffic count data from 105 locations throughout the fifteen region community and, in addition to this individual traffic count information, presents a ten-year history of all traffic counts conducted throughout the Merrimack Valley. All of the traffic volume information is presented as Average Daily Traffic (ADT). The ADT results from traffic counts taken for a consecutive 48-hour period and averaged out over the two-day time frame. However, because of uncontrollable factors (i.e. mechanical failure, weather, etc.), the ADT may also be taken from a 24-hour count period.

The information presented in **Table TC-4** provides a snapshot of how Newburyport's traffic counts compare to the other communities in the region; the "Traffic Volume – Month" column represents the ADT for the location and the month in 2014 in which the data was collected.

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Table TC-4: Top 25 Volume Locations for 2014

Rank	Community	Route/Street	Location	Traffic Volume – Month
1	Amesbury	110/Macy Street	East of I-495	31,731-May
2	Newburyport	113 / Storey Avenue	East of Rout I-95	30,519-June
3	Haverhill	125/Plaistow Road	NHSL (South of Cragie Avenue)	26,443-August
4	Andover	28/North Main Street	South of Route 133	21,745-September
5	Newburyport	113 / Storey Avenue	East of Low Street	21,553-June
6	Salisbury	1/Bridge Road	At Newburyport border	20,196-July
7	Newburyport	113/Storey Avenue	East of Noble Street	19,896-June
8	North Andover	125/Chickering Road	North of Andover Street	19,049-October
9	Georgetown	133/East Main Street	East of Route I-95	18,038-July
10	Amesbury	Evans Place	Newburyport border	17,925-September
11	Newburyport	113/High Street	East of Rawson Avenue	17,903-July
12	North Andover	Johnson Street	South of Andover Street	17,762-September
13	Methuen	110/Haverhill Street	East of Route 113 / Lowell Street	16,875-September
14	Groveland	97/Salem Street	Georgetown border	16,001-June
15	Rowley	1A/Main Street	Ipswich border	15,354-August
16	Lawrence	Water Street	West of Route 28	14,875-July
17	Groveland	97/Salem Street	Georgetown border	14,668-August
18	Lawrence	Essex Street	West of Route 28	14,146-May
19	Andover	133/Lowell Street	East of Argilla Road	13,949-September
20	Rowley	1/Newburyport Tpk.	Ipswich border	13,692-August
21	Methuen	113/Pleasant Valley Street	West of Route I-495	13,582-June
22	North Andover	125/Chickering Road	South of Prescott Street	13,429-June
23	Lawrence	28 / Broadway	Methuen border	13,386-September
24	Newburyport	Low Street	West of Bashaw Way	13,336-April
25	Haverhill	Monument Street	North of Route 97	12,720-May

Source: "Traffic Volume Report", MVPC, 2014

MVPC performed traffic counts for several Newburyport locations, in addition to those listed above. The findings are summarized in **Table TC-5**. As mentioned earlier, the traffic counts occurred over a 48-hour time period beginning on the date listed in the table.

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Table TC-5: Summary of Newburyport's 2014 Traffic Count Data

ID Number	Route/Street	Date	Location	Total ADT
258229	Route 113 / Storey Avenue	June 18, 2014	**East of Route I-95**	**30,519**
			Eastbound	15,693
			Westbound	14,826
220364	Route 113 / Storey Avenue	June 18, 2014	**East of Low Street**	**21,553**
			Eastbound	11,273
			Westbound	10,280
220639	Route 113 / Storey Avenue	June 18, 2014	**East of Noble Street**	**19,896**
			Eastbound	10,173
			Westbound	9,723
220635	Route 113 / High Street	July 23, 2014	**East of Rawson Street**	**17,903**
			Eastbound	8,535
			Westbound	9,368
65048	Bashaw Way	April 15, 2014	**North of Low Street**	**3,164**
			Northbound	1,549
			Southbound	1,615
220616	Low Street	June 23, 2014	**East of Route 113/Storey Avenue**	**11,986**
			Eastbound	6,055
			Westbound	5,931
258232	Low Street	April 15, 2014	**East of Coltin Drive**	**12,400**
			Eastbound	6,153
			Westbound	6,247
220615	Low Street	May 12, 2014	**West of Route 1/Newburyport Tpke**	**9,342**
			Eastbound	4,510
			Westbound	4,832
258233	Low Street	April 15, 2014	**West of Bashaw Way**	**13,336**
			Eastbound	6,528
			Westbound	6,808
258231	Noble Street	June 23, 2014	**North of Route 113/Storey Avenue**	**5,370**
			Northbound	3,201
			Southbound	2,196

Source: "Traffic Volume Report", MVPC, 2014

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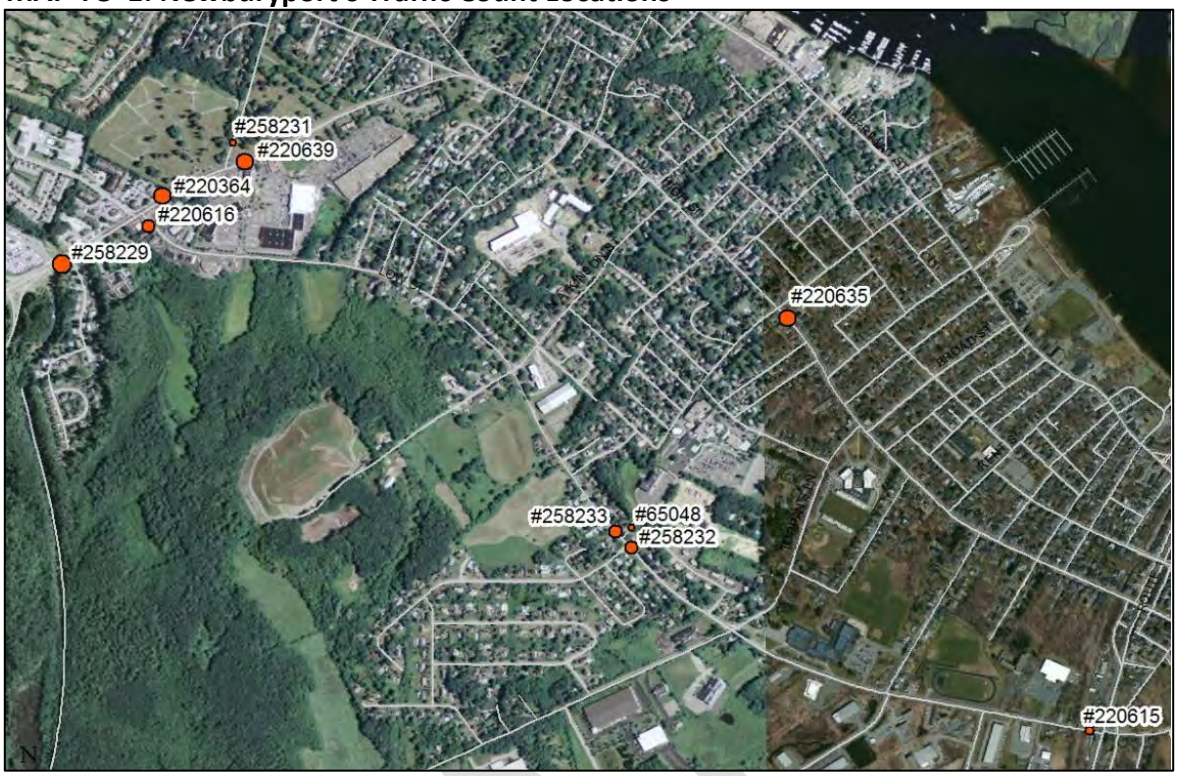
MAP TC- 1: Newburyport's Traffic Count Locations



Critical Traffic Areas

City boards, departments, committees and staff have identified several locations that appear to have significant traffic issues. Such locations include areas with existing congestion or safety concerns, or geometric design issues. **Map TC-2** below shows the location of these areas that are discussed in detail as follows.

- **Downtown Newburyport**. The City's historic downtown business district contains a mix of business, residential, institutional and government uses. Located at the confluence of Merrimac, Water and State Streets, large volumes of traffic, including pedestrian traffic, pass through the downtown each day. The intersection of Green and Merrimac Streets tends to be a high traffic area, especially with vehicles entering the area from the parking lot across the street and the presence of a pedestrian crossing light. Congestion at both of these downtown intersections is evident during peak hours, especially during the summer tourist season. However, despite the large numbers of vehicles observed passing through the area each day, this is not considered a high crash location for either vehicle-on-vehicle or vehicle-on-pedestrian.

- **Storey Avenue**. Also known as Route 113, Storey Avenue is likely the most congested roadway in the City due to its access from I-95 and direct route into the downtown area, its concentrated retail and commercial development, and its current configuration of traffic patterns and signalized intersections, especially at the Low Street intersection and the Ferry Road/Moseley Avenue (i.e. "Three Roads") intersection. In addition to observing large volumes of vehicular traffic throughout the day, vehicles were observed in long queues at the signalized intersections for streets, various retail plazas and stand-alone commercial businesses.

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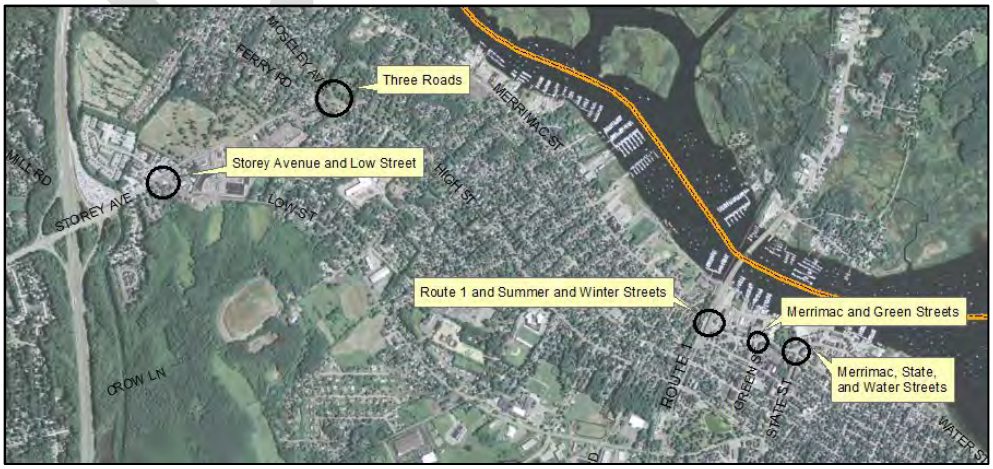
As properties are developed along the Storey Avenue right-of-way, traffic and roadway improvements that necessitate coordination with the Massachusetts DOT are included in various local permitting decisions. Improvements may include adding bicycle lanes, resignalizing intersections to promote more efficient movement of vehicles, removing extraneous signage and adding or removing street trees.

- **Merrimac, Winter and Summer Streets.** As Route 1 travels between Newburyport and Salisbury its north and south on- and off-ramps terminate at Merrimac Street creating a 150 foot intersection with several lanes of traffic turning onto and off of Route 1 in addition to the vehicular traffic traveling east and west along Merrimac Street. The northbound off-ramp along Summer Street culminates in three lanes as it reaches Merrimac Street: one to go eastward toward downtown, one to go westward toward the north end and the third that goes straight across Merrimac Street and back onto Route 1 north. The same configuration occurs on the opposite side for the southbound off-ramp onto Winter Street.

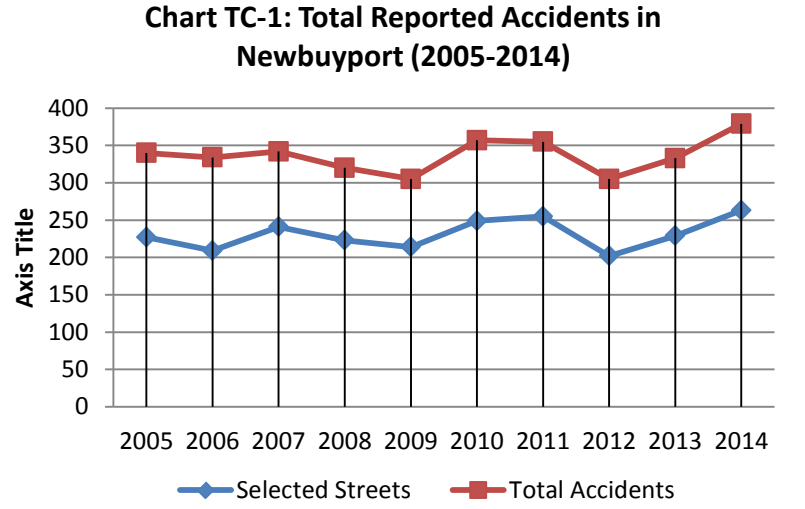
  The Newburyport Police Department has long recognized the need to reconfigure and possibly signalize this area to improve safety and efficiency. The determination as to what improvements need and should be made is within the jurisdiction of the Massachusetts DOT since it owns and maintains Route 1, Winter and Summer Streets.

- **Route 1 Traffic Circle.** A major gateway into the City from the south, the Route 1 Traffic Circle is a large, two-lane rotary with three major entry points and several minor driveways off of it that provide direct access commercial businesses. While not a generator of significant vehicular accidents as compared to the other listed critical traffic areas, this area has long been scrutinized and studied as to ways to improve traffic patterns, circulation and safety. The intersection of State and Parker Streets on the northern side of the circle immediately before they feed into the rotary is awkward at best. There has also been much discussion at the local level of studying the circle to determine whether reducing the travel lanes along both north- and southbound Route 1 to one lane is feasible. Another valid discussion is the movement of pedestrians around and through the area. Many MBTA users will often cross Route 1 to get to and from the train depot even though there are no crosswalks or pedestrian lights. Safe passage of both vehicles and pedestrians through the traffic circle is currently under discussion with MA DOT with the first priority to address safe pedestrian crossing.

MAP TC- 2: Critical Traffic Areas



Vehicular Safety



Source: Newburyport Police Department

According to Newburyport Police Department accident reports from 2005 to 2014, the instances of reported vehicular accidents have remained fairly consistent despite the continued commercial and residential growth in the City that brings in more people and more vehicles each year.

Of all of the streets where reported accidents occurred, there were several that seemed to consistently amass the most accidents throughout the ten-year time span. Whether they are located in the downtown or serve as major thoroughfares, these ten streets together account for between 60% and 70% of all accidents in any given year.

These selected streets include:

Green Street	Low Street	Pleasant Street	Rte. 1 Traffic Cir.	Storey Avenue
High Street	Merrimac Street	Route 1	State Street	Water Street

Transportation Improvement Plan

Based on regulations promulgated by MA DOT, any transportation project funded through the Federal Highway Administration or the Federal Transit Administration must be listed in the appropriate region's Transportation Improvement Program (TIP). In the Merrimack Valley Region 2014 TIP, which lists projects slated for Fiscal Years 2015 through 2018, the following projects were listed for Newburyport:

Table TC-6: Newburyport Projects on the FY 2015-2018 TIP

Highway High Priority Projects		Status
Amesbury/Newburyport – Rehabilitation of I-95 Whittier Bridge		Under construction
Transit Projects for Bus and Bus-Related Facilities and Clean Fuels Grant Program		**Status**
Design and construct intermodal facility		Project under design
Statewide Transportation Enhancements		
Clipper City Rail Trail along the City Branch (Phase II)	Washington Street bridge over Route 1	
Route 113 bridge (High Street) over railroad	Route 1 traffic circle reconfiguration	
Maintenance and related work on I-95 – Newburyport and other surrounding communities	Intersection improvements – Route 1 and Merrimac Street	
Route 1A bridge (High Street) over Route 1		

Source: Merrimack Valley Metropolitan Planning Organization, Final FY 2015-2018, Transportation Improvement Program

Section C: Newburyport's Transportation & Circulation Goals

A primary goal for the City is developing a more balanced and diverse transportation network. In particular, Newburyport is committed to making alternative modes of transportation more viable, attractive and safe, and to facilitate a discernible shift in the number of people travelling by some means other than private car. Driving automobiles will likely remain the dominant mode for the foreseeable future, as private vehicles are typically perceived as the most convenient (quick, comfortable, easy, cheap, etc.) way to travel within a small community such as Newburyport. However, a noticeable "mode shift" could partially address congested roads and parking lots, community health, perceived danger for school-children and others, and fossil fuel consumption and climate change.

The City has identified the following primary transportation goals. Please see the following pages for a more complete listing of the associated objectives and actions, as well as potential priority levels, responsibility, and timeframes.

- Improve roadway infrastructure and enhance vehicular circulation.
- Improve public parking facilities and management.
- Promote walkability and pedestrian safety.
- Promote bicycle use throughout the City as a viable transportation mode.
- Improve public transportation services including local transit service from the City's rail and bus facilities.
- Adapt the City's transportation system to address climate change and sustainability.
- Adopt a Complete Streets Policy to become eligible for MA DOT technical assistance and grant programs.
- Complete a comprehensive assessment of the status of all sidewalks in the City

The comprehensive scope of transportation improvements articulated in this Master Plan's goals, objectives, and actions is unlikely to be fully addressed within the 10-15 year planning horizon of the plan. Limited funding and competing priorities, limited staff and capacity, political controversy, and lack of City control will work against some of these aspirations. However, many of these improvements are within reach, and the framework provides a map of the community we would like to become.

Goal T-1: Improve roadway infrastructure and enhance vehicular circulation throughout City.

Like most other Massachusetts communities, Newburyport must balance its roadway infrastructure needs with countless other municipal necessities. Objectives and Actions include developing a coordinated plan for transportation improvements, integrating provisions for maintenance and improvement. Newburyport should undertake a variety of initiatives to enhance its access to transportation funding. These may include applying for additional federal and state funds, engaging in lobbying activities and instituting local policy changes in order to generate additional transportation revenues for the City.

Goal T-2: Improve public parking facilities and management.

Newburyport is a regional center for employment and tourism. Parking facilities for personal vehicles, especially in the downtown, will continue to be a necessary form of infrastructure. Objectives and Actions for this Goal include improving the City's current parking facilities, creating new facilities, including a parking garage structure, and consolidating parking management under one department or authority.

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Goal T-3: Promote walkability and pedestrian safety throughout the City.

Communities that promote walking and pedestrian safety can reap significant social, environmental and health benefits that are often not available in predominantly auto-oriented places. Safe, convenience, and comfortable trails, sidewalks and walkways provide opportunities for exercise, help people meet and socialize and give children and others who do not drive mobility options. With the option to walk available to all residents, shoppers and workers, communities can reduce the number of vehicles on the roadways, thereby reducing traffic congestion, air pollution and the need for excessively large parking facilities.

Goal T-4: Promote bicycle use throughout the City as a viable alternative mode of transportation.

Accommodating bicyclists through on- and off-road facilities such as bike lanes, bike paths and wider roadway shoulders, encourages the use of bicycling as a form of transportation and provides for a safer bicycling experience. During community meetings, residents noted that the City needs to provide additional facilities for both cycling and walking. Bicyclists using roadways can be more exposed to injuries (and more severe injuries) than car occupants. Some of them, children for instance, are also less aware of the safety concern. Adult bicycling safety on the major roads depends on both car and bicycle operator alertness and attention to traffic laws. In particular, establishing wayfinding signage, dedicating safe bicycle pathways and developing a comprehensive bicycle master plan are top priorities.

Goal T-5: Improve public transit and shuttle services.

Newburyport has the benefit of being on the commuter rail system and a staffed commuter and intercity bus terminal open 24 hours a day serving South Station in Boston and Logan Airport, plus a Park and Ride lot adjacent to the bus terminal. Also a shuttle bus system that carry residents and visitors to, from and around the City. Greater frequency of shuttle services and routes that extend throughout the community and its integration with the intercity rail and bus facilities are essential to ensuring the widespread use of public transportation. Newburyport's coastal location also naturally lends itself to a water shuttle service that can take people from the City to neighboring communities and to Plum Island.

Goal T-6: Promote and model sustainability.

Promoting alternative to automobiles will encourage healthy lifestyles and help alleviate congestion within Newburyport while cutting down on air pollution. While promoting alternative transportation options will go a long way toward becoming a more sustainable community, the City should also seek to incorporate electric and hybrid vehicles in its municipal fleet, encourage the use of alternative energy vehicles by providing charging stations and dedicated parking spaces for efficient cars and also explore a car sharing service at both the commuter rail station and in the downtown parking lots.

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Chapter 8
Natural Resources, Open Space & Recreation

Beaches, marshes, farm fields, pastures, and views of Merrimack River form Newburyport's heritage landscapes, with many open spaces providing habitat for endangered, rare, and threatened species. More than 20 parks offer residents and visitors the opportunity for wholesome and healthful recreation and lifestyle opportunities, while local regulations and permitting processes seek to encourage the incorporation of green infrastructure in development projects to assist in the provision of clean air, clean water, storm water dispersal and noise attenuation. This chapter provides a structure for ongoing efforts to protect and manage the City's natural areas, to maintain, expand and improve its parks and recreational spaces, and to continue to enhance management of its green infrastructure.

Since the Master Plan of 2001 was complete, the City has made great strides in achieving its goals in the area of Natural Resources, Open Space and Recreation, including:

- Reopening the Merrimac River clam flats;
- Creating the position of Conservation Administrator;
- Adopting a Beach Management Plan;
- Implementing City-wide wetlands protection and storm water management ordinances and regulations;
- Establishing the Open Space Committee, who is instrumental in pursuing land purchases that protect important open space resources, create connections between existing open spaces, recreational areas, the downtown, and neighboring communities;
- Completing Phase I of the Clipper City Rail Trail, with the design of Phase II close to completion and anticipated construction scheduled for late 2016, early 2017;
- Enhancing the Little River Nature Trail;
- Furthering the Border to Boston trail through the undertaking of the Merrimac River pedestrian crossing as part of the Whittier Bridge construction project;
- Maintaining public access to the Merrimac River and Plum Island beaches under the direction of the Beach Management Plan and Beach Management Committee; and
- Updating the City's Open Space and Recreation Plan.

Newburyport continues to move toward expanding and enhancing its open spaces. Continued allocation of additional financial resources each year and establishment of a Parks Department, marked by the hiring of a full time Parks Director, reflects a trend toward increased maintenance of open space and recreation facilities. The City has begun to focus on athletic field renovations and a commitment to maintaining those improvements. Trends toward public private partnerships and volunteer engagement enhance expansion and maintenance of trails, other park spaces and athletic fields. A trend toward open space expansion continues with addition of parks such as 270 Water Street and Phase II of the Clipper City Rail Trail. The City continues to seek new revenue streams to support our open spaces as witnessed by the establishment of the Newburyport Parks Conservancy and adult recreational programming.

A new area of focus in natural resource and open space protection is related to the growing concerns about ongoing climate change, sea level rise and associated storm damage. As a coastal community with important public infrastructure, business, residential and community resources located on its shoreline, Newburyport is particularly vulnerable to the impacts of increased flooding and storm damage. For this reason, the City has

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joined other municipalities throughout the country in the effort to become a "climate resilient" community. Natural resource and open space protection and enhancement play a critical role in this area.

Section A: Environmental Inventory & Analysis

This section summarizes the 2012 Newburyport Open Space & Recreation Plan's Environmental Inventory and Analysis and includes information on Newburyport's natural resources, including soils, landscape character, water resources, and biological resources.

Soils

Because Newburyport is a coastal city located on lowlands, deposits of marine sand, silt, and clay abound. Soil ranges from low marsh deposits of muddy, fibrous peat to generally poorly drained deposits of non-stone, heavy clay and silty material, for better drainage of glacial tills. Windblown and alluvial deposits of sand appear as dunes on Plum Island and occur in some areas bordering the Merrimack River. A ridge runs parallel to the Merrimack along much of High Street. Kettle holes occur at the Frog Pond at Bartlet Mall and in March's Hill Park. Rocky outcroppings can be seen in and around parts of Maudslay State Park. Large areas of the Common Pasture consist of wet meadows interspersed with upland areas. For the most part, soil areas best suited for development have already been developed, although certain areas of great conservation interest remain at risk.

More than 40 types of soil underlie Newburyport. Some types, such as "Whately," are found in a total of two acres (.05%). On the other hand, "scantic silts" are found in 784 acres (13 %) in Newburyport. Each soil is categorized by characteristics such as kind, thickness and arrangement of layers and horizons. These groupings, called soil series or associations, are named after the place where they were first found or studied. Newburyport is divided into six major soil associations as listed in **Table NR-1** below.

Table NR-1: General Soil Areas in Newburyport

Soil Association	Acres	Percent
Merrimac-Agaway-Hinckley	2,200	39%
Scantic-Biddeford	1,400	25%
Paxton-Broadbrook-Woodbridge	700	12%
Tidal Marsh-Dune Sand-Made Land	612	11%
Hollis-Buxton	460	8%
Suffield-Buxton	308	5%
Total	5,680	100%

Landscape Character

Newburyport's character is shaped by its physical location along the south side of the Merrimack River, where its historic harbor reaches the Atlantic at the northern point of Plum Island. The Artichoke River, which flows north into the Merrimack River, forms part of the City's western boundary. To the South, historic pasture and hayfields stretch to West Newbury and Newbury, and the Little River and its tributaries flow southward into the Parker River and then into the Great Marsh. Each of these waters – the Merrimack River, the Artichoke River, the Little River, the Parker River and the Atlantic Ocean – played a role in shaping the City.

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Water Resources

Surface Water

Several ponds are scattered across Newburyport. Bartlet Spring Pond, near Maudslay State Park, provides drinking water. Downtown, the Frog Pond lies at the center of the Bartlet Mall. A pond in Oak Hill Cemetery drains to a stream that flows into Newbury. A small pond is located in the business and industrial park west of Graf Road. There are also several small ponds in Maudslay State Park, on Water Division land and in agricultural areas.

There are four major river systems that traverse the City:

- **The Merrimack River.** The Merrimack River, among the largest rivers in the Northeast, is the primary flowing body of water in Newburyport. It flows alongside the historic downtown area before it drains into the Atlantic Ocean. As water approaches the western boundary of the City, it is joined by the Artichoke River, which is dammed to create the Artichoke Reservoir – a public drinking water supply. More than three centuries ago, Newburyport's harbor made it suitable for shipbuilding, which led to maritime commerce and wealth, and so in turn to the City's cherished Federal-era architecture and its continuing role as a regional commercial hub and destination for travelers. In later times, the Merrimack River supported small mills and other industrial efforts. The river today is a resource shared with many communities along its banks. The river supports commercial fishing, recreational boating, whale watch and eco-tours.
- **The Artichoke River.** The Artichoke Reservoir at the western border of the City is a major drinking-water source for Newburyport. The River provides one border to Maudslay State Park and with its forested and marshy banks, offers valuable wildlife habitat. The Artichoke watershed includes the City Forest and extends well into the southernmost sections of Newburyport, in the western part of the Common Pasture. The historic Curzon Mill area – a heritage landscape – is associated with the Artichoke.
- **The Little River.** The headwaters of the Little River originate on both sides of Route 95, north of Hale Street. The main branch meanders along the former Route 95 roadbed, near the Little River Nature Trail. One tributary starts behind the Storey Avenue shopping centers; the other drains two small ponds. The Little River flows south through Newbury and enters Parker River; the Parker, along with the Ipswich and Rowley Rivers, are the major sources of fresh water for Plum Island. The River provides the easterly border for the historic farms and wet meadows of the Common Pasture.
- **The Parker River.** The Parker River (along with the Plum Island River) separates the mainland from Plum Island – a barrier island with a mix of old, camp-style cottages and newer, larger homes, as well as the Parker River National Wildlife Refuge and the Commonwealth's Sandy Point Reservation, both outside the City boundaries. River marshes are part of the Great Marsh ecosystem and support a wide range of local and migratory birds. Birding in this area – identified as an Important Bird Area by Mass Audubon – plays an important and growing role in the City's economy. These beaches and marshes also have historic importance for clamming, fishing, duck hunting and salt-hay farming.

There are three watersheds located within Newburyport:

- **Merrimack River Watershed –** with headwaters emerging from the White Mountains, the Merrimack River flows 115 miles before meeting the Atlantic Ocean in Newburyport. The entire watershed encompasses 5,010 square miles and is affected by 203 communities. Given this setting, water quality decreases downstream due to development, inadequate wastewater treatment facilities, and impervious surfaces. Even so, efforts to clean up the river and identify sources of pollution have met

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some success, as evidenced by the periodic reopening of the Joppa Flats clam flats for commercial clamming.

- **Artichoke River Watershed –** on the western side of the City lies the Artichoke River watershed, which directs water to the north-flowing Artichoke and eventually into the Merrimack River.
- **Little River Watershed –** this watershed has an entirely different character, with its saucer-like form defined on the northwest by High Street and Storey Avenue. The Little River drains much of the Common Pasture, a significant habitat of wet meadows and influences the ecology of the Great Marsh, an "Area of Critical Environmental Concern" (an official designation by the Commonwealth recognizing the quality, uniqueness and significance of the natural resource). Beginning in the 1960s, parts of the pasture and the Little River watershed were converted into a business park; this construction required a network of drainage ditches to address frequent flooding. This watershed's impervious surfaces now surpass 15% of the total land area, which increases flooding, sedimentation transport and non-point source pollution.

Flood Hazard Areas

When a water body can no longer accommodate increased discharge from heavy rains or snow melt, the excess water flows onto the adjacent land. The land adjacent to streams, lakes or rivers that is likely to flood during a storm event is known as a floodplain. Flood hazard areas present risks to people, wildlife and property that must be assessed and minimized. Unregulated development in a floodplain can increase the likelihood of flooding by adding impervious surfaces and increasing surface runoff into the stream channel. In addition, water contamination from flood-damaged sewage or septic systems and debris swept downstream from flooded properties can result in unnecessary hazards to properties downstream.

Floodplains are delineated based on topography, hydrology and development characteristics of the area. The Federal Emergency Management Agency (FEMA) updates the Flood Insurance Rate Maps (FIRMs), which reveal areas at risk of flooding. The maps reveal risk areas along the Merrimack, Artichoke, and Little River areas, as well as on Plum Island beaches. Newburyport has adopted a Floodplain Overlay District to regulate development in FIRM-identified flood hazard areas.

Wetlands

Wetlands include marshes, swamps and bogs and often lie within a floodplain. They serve not just as a sponge to soak up inundations, but also as protection for groundwater, to prevent aquifer pollution and as habitat for wildlife. In addition to the Massachusetts Inland Wetlands Protection Act that provides the basic authority, Newburyport has adopted a wetlands ordinance that includes additional protections. Eleven varieties of wetlands lie within the City boundaries:

- Plum Island, Joppa Flats and the Basin incorporate distinct wetland types, including
    - Barrier Beach System,
    - Barrier Beach Coastal Beach,
    - Barrier Beach Coastal Dune Wetlands,
    - Tidal Flat, and Salt Marshes.
- Along Water Street, headed toward Plum Island, there are areas of
    - Shallow Marsh Meadow,
    - Coastal Bank Bluff, and
    - Deep Marsh wetland.

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- The remaining wetlands in the City are mostly located along the Merrimack, Artichoke and Little Rivers, in the Common Pasture and around small ponds. The wetland types in these areas are
    - Shallow Marsh Meadows,
    - Shrub Swamp,
    - Wooded Swamp Deciduous,
    - Deep Marsh,
    - Wooded Swamp Mixed Trees,
    - Coastal Bank Bluff, and
    - Coastal Beach.

Aquifer Recharge Areas

Aquifers of sufficient capacity to serve as municipal water supply are scarce and found only in locations with certain geologic and hydrologic conditions. Most aquifers with such a volume were formed in valleys carved into bedrock millions of years ago by ancient rivers that drained the continent. The City's Water Works operates wells on Ferry Road in Newburyport within two high yield aquifers.

Biological Resources

Newburyport's urban landscape contains a wide range of native and cultivated species in gardens around the city including very large tree specimens. Various natural areas support a range of natural communities, and a few degraded landscapes host invasive species.

Vegetation

The City Forest, Maudslay State Park, Moseley Woods, March's Hill, some of the Little River Watershed area, part of the Common Pasture, and private lands abutting these areas support stands of white pine, oak, maple, hickory, elm and white birch. Additionally, these areas include native flowering shrubs and wildflowers. Several cemeteries and City parks feature large historic trees, many having seen recent and continued care by arborists.

The Merrimack River itself contains a variety of plant life. Six species of green algae, two red algae, six brown algae and twelve species of vascular plants have been cataloged in the river. The species of greatest importance in constraining is salt water cord grass (S*partina alterniflora*) that accumulates sediment deposits and over time changes a water environment to a terrestrial one. A vast quantity of cord grass grows within the City's boundaries, notably just east of the Chain Bridge and just east of the American Yacht Club. Thousands of acres of the cord grass grow within the Merrimack and Parker River estuaries. Marshes restored by Massachusetts Audubon, as part of its development of the Joppa Flats Education Center, include several salt-water species. Each year, volunteers remove the invasive perennial pepperweed from certain coastal areas. In addition to the marine vegetation described, freshwater wetlands occur along the Artichoke and the Little River and in the Common Pasture. They also occur in many developed areas, including the business and industrial park – where there are areas of invasive purple loosestrife, phragmites, and Japanese knotweed – the "Kelleher Pines" neighborhood west of Route 95, Woodman Park, and in small cemetery ponds.

Newburyport's pastures and agricultural lands include grasses and sedges, most notably a few occurrences of Long's bulrush (S*cirpus longii*), a state-listed threatened species, as well as hemlock parsley (*Conioselinum chinense*), a state-listed species of special concern. Hayfields dominate fields in privately-owned farms – Sweeney Farm and Turkey Hill Farm – in the Newburyport section of the Common Pasture. Arrowhead Farm near Maudslay State Park grows vegetables and some fruit (in addition to raising livestock).

Rare, Threatened and Endangered Vegetated Species

Table NR-2 lists the rare plants recorded in Newburyport by the Natural Heritage and Endangered Species Program of the State Division of Fisheries and Wildlife:

Table NR-2: Rare, Threatened and Endangered Vascular Plants

Scientific Name	Common Name	State Status	Year Last Seen in Newburyport
Aristida tuberculosa	Seabeach Needlegrass	Threatened	2004
Bidens eatonii	Eaton's Beggar-ticks	Endangered	2001
Bidens hyperborean	Estuary Beggar-ticks	Endangered	1902
Bolboschoenus fluviatilis	River Bulrush	Special Concern	1982
Conioselinum chinense	Hemlock Parsley	Special Concern	2006
Cyperus engelmannii	Engelmann's Umbrella-sedge	Threatened	1981
Elatine Americana	American Waterwort	Endangered	2004
Equisetum scirpoides	Dwarf Scouring-rush	Special Concern	1897
Eriocaulon parkeri	Parker's Pipewort	Endangered	1903
Liatris scariosa var. novae-anglia	New England Blazing Star	Special Concern	2000
Rumex pallidus	Seabeach Dock	Threatened	2006
Sabatia kennedyana	Plymouth Gentian	Special Concern	1800s
Sagittaria montevidensis	Estuary Arrowhead	Endangered	2004
Scirpus longii	Long's Bulrush	Threatened	2006
Tillaea aquatica	Pygmyweed	Threatened	1903

Fisheries

The Merrimack River provides spawning and nursery habitat for anadromous fish species including alewife, American salmon, Atlantic sturgeon (endangered), blueback herring, rainbow smelt, sea lamprey, and white perch. While shortnose sturgeon (endangered) and striped bass are found in the river, evidence of their spawning has not been documented. American eels, a catadromous species, are abundant in the Merrimack Basin. Annual fish runs in the Merrimack occur primarily from mid-March to the end of June. Limited commercial clamming has been restored in Newburyport in the Joppa Flats and Plum Island Basin areas.

Wildlife

The Merrimack River estuary is heavily used by many species of waterfowl. Some 7,000 to 8,000 ducks appear to feed on seed clams at peak periods in the fall and early winter. Birders frequently observe nesting and migratory waterfowl in the lowland fresh and salt-water marshes bordering the rivers. The designation of "Important Bird Areas (IBA) by Mass Audubon for the Great Marsh is an indication that the area provides essential habitat to one or more species of breeding, wintering and/or migrating birds.

Forested areas and wooded riverbanks near Maudslay State Park support bald eagles, fishers, deer, opossum and other species. Fireflies are abundant along the Artichoke River. The Common Pasture and Little River watershed area contain some of the finest grassland remaining in eastern Massachusetts. The flooding of this grassland in the early spring provides habitat for a variety of waterfowl, most notably the American widgeon, American black duck, mallard, northern pintail, and green-winged teal. Additionally, under proper rainy conditions, large numbers of Wilson's snipe forage in the wet pastures, along with lesser numbers of greater

yellowlegs and pectoral sandpipers. The state-listed American bittern (threatened) may still nest, along with other uncommon species like the Virginia rail, in the area. By early summer, bobolinks and meadowlarks nest in the grasslands.

Other rare species, such as upland sandpiper, northern harrier and barn owl, have been documented. Vernal pools in the Little River watershed area provide a breeding area for wood frogs and are home to snakes, the spotted turtle, and the blue-spotted salamander. The few upland areas of the Common Pasture and Little River watershed area provide habitat for pheasant, rabbit, grouse, wild turkeys, red fox, gray fox, coyotes and songbirds.

Rare, Threatened and Endangered Wildlife Species

Table NR-3 lists the rare wildlife species recorded in Newburyport by the Natural Heritage and Endangered Species Program of the State Division of Fisheries and Wildlife:

Table NR-3: Rare, Threatened and Endangered Wildlife

Scientific Name	Common Name	State Status	Federal Status	Year Last Seen in Newburyport
Ammodramus henslowii	Henslow's Sparrow	Endangered		1974
Ammodramus savannarum	Grasshopper Sparrow	Threatened		1978
Bartramia longicauda	Upland Sandpiper	Endangered		1990
Botaurus lentiginosus	American Bittern	Endangered		1984
Charadrius melodus	Piping Plover	Threatened	Threatened	2006
Circus cyaneus	Northern Harrier	Threatened		1984
Podilymbus podiceps	Pied-billed Grebe	Endangered		1973
Rallus elegans	King Rail	Threatened		1984
Sterna hirundo	Common Tern	Special Concern		2007
Tyto alba	Barn Owl	Special Concern		1970s
Acipenser brevirostrum	Shortnose Sturgeon	Endangered	Endangered	1990
Acipenser oxyrinchus	Atlantic Sturgeon	Endangered		1990

Section B: Scenic Resources, Geologic Features & Distinctive Landscapes

Scenic Resources

In 1982, the Department of Environmental Management published a report entitled *Massachusetts Landscape Inventory - A Survey of the Commonwealth's Scenic Areas*. This study devised a system for classifying landscapes worthy of protection and applied it throughout the Commonwealth. Much of the Common Pasture, as well as Joppa Flats, portions of the Merrimack River, and the Plum Island Turnpike were identified as Distinctive Landscapes. In addition to these areas, Newburyport is rich in scenic resources including the following:

- **Hilltops –** March's Hill, Highland Cemetery, and Turkey Hill; Coffin's Island, a highland at the southern edge of the Common Pasture, offers scenic views over the pastures and hayfields to the north.

- **Meadows –** Meadows occur around Curzon Mill Road, Hale Street, Low Street and in Maudslay State Park.
- **Scenic Roads –** Curzon Mill Road, Hoyt's Lane, Old Ferry Road, a section of Turkey Hill Road, and the Plum Island Turnpike. Newburyport's downtown core contains many scenic streets as well. The 85-mile Essex Coastal Scenic Byway (ECSB) follows state and local roadways between Lynn and Newburyport, curving along the coast and looping around Cape Ann. In Newburyport, the ECBS extends from Atkinson Common along High Street to Newbury and includes a loop down Green Street and up State Street as well as a spur along Water Street, passing Joppa Park on the way to the Plum Island Turnpike and out to Plum Island Point.
- **Shoreline –** The shoreline changes dramatically throughout its length with pockets of pristine shore and sandy beaches to Joppa Flats – the largest and most productive shellfish area in the harbor – to a relatively densely developed urban edge along the downtown area. As the shoreline travels inland, privately-owned homes dot the waterfront and finally give way to a shoreline that is close to its natural state as it approaches the West Newbury border.

Geologic Features

Newburyport's geologic features range from the sand dunes on Plum Island and in some areas bordering the Merrimack River, to the "Ridge", which runs parallel to High Street, to kettle holes at the Bartlet Mall and in March's Hill Park, and to the wet meadows of the Common Pasture.

Distinctive Landscapes

Newburyport includes many distinctive landscapes – beach and dunes, marsh, harbor, rivers, a substantial National Register Historic District, pastures and hayfields, forests, scenic byway, and more. Newburyport's coastal zone consists largely of a barrier beach, Plum Island, and is separated from mainland Newburyport by the northern section of the Town of Newbury. "The Island" contains extensive areas of sand dunes and beach grass. Between Plum Island and downtown Newburyport one can see many beautiful salt marshes, including low-lying river islands and Joppa Flats. The terrain rises from the river at sea level through the densely developed and restored historic downtown to the ridge along High Street, with a plateau where a city common, Bartlet Mall, is located. At the center of Bartlet Mall lies a kettle hole called the Frog Pond. Hills near Bartlet Mall have been used for centuries for cemeteries.

Moving upriver, the Belleville neighborhood, once called "the plains," gives way to the forested Moseley Woods Park, city drinking-water well sites, and Maudslay State Park. Dramatic views of the Merrimack can be had from both Maudslay and Moseley Woods. South of the High Street ridge, a large shallow "saucer" landform comprises much of the Common Pasture, a section of which has been developed as a business and industrial park. Farming still occurs in the fields, wet meadows, and pastures on the southerly and westerly sections of the Common Pasture. As viewed from Scotland Road in Newbury and Route 95, it provides a signature pastoral landscape and entry to the community.

Section C: Inventory of Lands of Conservation & Recreation Interest

Private Properties

Many significant privately owned open spaces add to the character of Newburyport. According to the city Assessor Database, approximately 857 acres of privately owned (excluding tax-exempt) properties are undeveloped.

- **Common Pasture** – Significant progress has been made in protecting the Common Pasture. The city's land-trust partners – including Essex County Greenbelt Association, the Trust for Public Land, The Trustees of Reservations, and Mass Audubon – as well as several grant-giving agencies and foundations, all recognize the conservation importance of the area. Most of the parcels in this area are zoned agricultural/conservation. The City has identified 16 parcels (337 acres) south of Hale Street of conservation interest within the Common Pasture. Eleven of these (313 acres) are classified as Chapter 61A lands. The remaining five (24 acres) are either vacant or partly occupied by a single-family residence.
- **Little River Headwaters –** The City has identified 13 properties (154 acres) of land near Crow Lane and Low Street that include the headwaters of the Little River. The land is bordered by developed areas and surrounds the City's compost/recycling area and landfill. This area is characterized by a mix of natural, agricultural, and developed spaces. Parcels along Low Street are used for a small farm that pastures horses and brokers hay, and by residences, schools, churches, and businesses. Nine of these properties (88 acres) are classified as Chapter 61A lands; the remaining are vacant.
- **Curzon Mill Area –** Seven parcels, all zoned agricultural/conservation, make up this scenic, historic 20-acre wooded area surrounded by the Artichoke River and Maudslay State Park. The area, which includes wetlands and habitat, contains three historic houses and a historically significant mill, now used as a residence. Three parcels (10 acres) are under Chapter 61B. The City owns a total of 15-acres that are permanently protected with Conservation Restrictions.
- **Old Ferry Road Area –** This area consists of five agricultural/conservation parcels totaling 77 acres near the Merrimack River, next to Maudslay State Park and city Water Department land. A portion of the historic Arrowhead Farm (28 acres) has been protected since 1993 by a conservation restriction held by the State. Another small property associated with Arrowhead is largely protected by a conservation restriction held by the City; much of that same parcel falls within Water Protection District Zones I or II. Ferry Landing Farm (25 acres) is covered by an early version of an agricultural preservation restriction, held by the State. The Open Space Committee is interested in strategies that would strengthen protections for this parcel. The other properties, including a large historic estate on the Merrimack River, are of historic preservation interest as well as conservation interest.
- **Woodbridge Island –** This 127-acre marshland on the Merrimack River, zoned for agricultural/conservation use, is divided into five lots held by two owners. An important part of the estuary, it sees some use for private "camps" for duck-hunting. It is a state Restricted Wetland. Although this island would seem to be little threatened, the Open Space Committee has identified it as a conservation property of interest to enhance monitoring of the Restricted Wetland designation.
- **Kelleher Pines –** This property includes wetlands surrounded by houses, with likely access from Frances Drive. These 55 lots make up roughly 15 acres, all zoned for residential use. As the character of this land includes wetlands, it should be considered only for sensitive passive use, such as boardwalk trails or other nature-related recreation.
- **Landfill –** The Massachusetts Department of Environmental Protection and a private owner are currently completing a multi-year task of capping the landfill off Crow Lane. In the long term, the landfill may present public use opportunities or options to install solar panels or other alternative energy.
- **Historic Gardens and Lawns of High Street –** Extensive and historic gardens and backyards along the High Street ridge represent an important heritage landscape that reflects a significant period in Newburyport's history. Essex County Greenbelt holds conservation restrictions on a few of these properties.

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Municipal Land

Table NR-4: Conservation Land in Newburyport

Name	Size (Acres)
Municipally Owned Conservation Land	
City Forest	40.36
Little River Nature Trail	55.81
Common Pasture (Coffin's Island)	13.58
Cooper North Pasture	101.76
Wet Meadows	125.19
Curzon Mill Road Conservation Land	15.97
Total:	**352.67**
Water Department Resource Land	
Artichoke River Watershed	50.43
Ferry Road Well	16.30
Ferry Road abutting Moseley Woods	34.80
Spring Lane Wells	33.00
Artichoke River Islands	1.2
Plummer Spring Road	2.9
Old Ferry Road – Radius around well	11.08
Total:	**149.71**

Table NR-5 Municipal Parks and Recreation Areas

Name	Size (Acres)
270 Water Street	1.06
Atkinson Common & Pioneer League Fields	21.14
Atwood Park	0.66
Bartlet Mall/Washington Park	7.27
Brown Square	0.59
Cashman Park	12.52
Cherry Hill Soccer Fields	9.66
Clipper City Rail Trail	5.00
Cushing Park/Ayer's Playground	1.80
Harborwalk	0.50 (miles)
Inn Street Mall	1.05
Future Rail Trail Extension (Phase 2)	7.65
Jason Sawyer Memorial Playground	0.25
Joppa Park	0.50
March's Hill	5.04
Market Square/Bullnose	0.20
Market Landing Park	4.1
Moseley Woods	13.00
Perkins Park	8.00
Three Roads Park	0.22
Tracy Place	0.15
Woodman Park	9.37
Total:	**109.23**

Municipal Parks and Recreational Areas

Generally, the City's parks and non-school athletic fields are under the jurisdiction of the Parks Commission and Department with maintenance being performed on a contract basis coordinated by the Parks Department and some services provided by the Department of Public Services. In some cases, a City-appointed commission oversees additional management for specific parks. Maintenance and upkeep are sometimes overseen and funded by private organizations and volunteers.

School Properties

Table NR-6: School Recreational Properties

Name	Total Size (Acres)	Recreation / Field Size (Acres)
Bradley Fuller Athl. Complex	10.40	10.00
Bresnahan School	17.53	5.25
Brown School Playground	1.21	0.25
Newburyport High School	13.30	3.50
Nock/Molin School	19.60	6.75
Total:	**62.04**	**25.75**

School properties are managed by the School Department and maintained by the City's Highway Department, school personnel, and through private contracts. School athletic fields are maintained in partnership with the Newburyport Parks Department. School fields, playgrounds, and athletic facilities comprise nearly 26 acres within the City and represent 42 percent of school related parklands.

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Central Waterfront Lots

Table NR-7: Central Waterfront Lots

Name	Total Size (Acres)
Market Landing/Riverside Parks	4.12
Peter J. Matthews Boardwalk*	1.00
NRA lots	5.10
Total:	10.22

** The Boardwalk is part of the portions of Market Landing and Riverside Parks as well as NRA lots*

The Newburyport Redevelopment Authority (NRA)-retained land on either side of Market Landing Park, which is now used primarily for parking, and has been the focus of public debate since the late 1960s. The NRA currently manages five lots (5.1 acres) on the waterfront; four of these are for parking. In addition, a portion of the Custom House lot, including the Robert Mills Custom House, is leased to the Newburyport Maritime Society.

The Waterfront Trust serves as executive manager of certain central waterfront open space, parkland and public ways for the City. The Trustees operate as a non-profit charitable organization. The City agreed in the 1991 Declaration of Public Trust to provide for maintenance of the Waterfront Trust properties. The area of land owned by the Trust is 4.24 acres, which is comprised of a number of individual parks and ways – Market Landing Park, Riverside Park/Somerby's Landing, five ways to the Water (Somerby's Way, Central Wharf Way, Railroad Avenue, Ferry Wharf Way, and Custom House Way. Most of the boardwalk extending along the waterfront in front of Market Landing Park and the NRA property is owned by the Trust.

Table NR-8: Other Conservation and Recreational Lands

Ownership	Name	Size (Acres)
Public and Private Cemeteries		
Private	Belleville Cemetery	13.00
Private	Oak Hill Cemetery	34.77
Private	Sawyer's Hill Burying Ground	3.55
Private	St. Mary's Cemetery	23.70
City	Highland Cemetery	12.63
City	Old Hill Cemetery	5.31
Total:		**92.96**
State/Federal Land		
MA DCR	Graf Skating Rink	6.90
MA DCR	Maudslay State Park	488.12
USFWS	Parker River Nat. Wildlife Refuge	10.17
USCG	Plum Island Station	3.20
Total:		**508.39**
Non-Profit Land		
Hale Park Trust	Hale Park	1.25
Mass Audubon	Joppa Flats Education Center	53.54
Historic New England	Plum Island Airfield	8.81
Historic New England	Plum Island Turnpike land	34.57
Essex County Greenbelt	Former Hiller Property	13.50
	Total:	**111.67**

Section D: Analysis of Needs

This section analyzes Newburyport's present and future needs for natural resource protection, open space and recreation. Inland wetlands, undeveloped uplands, scenic roads and vistas, agricultural lands, unprotected lands that provide linkage between existing dedicated open spaces, and potential lands suitable for active recreational uses are at high risk due to demand for residential development. Development pressure consumes land quickly and forever limits opportunities to retain space for conservation and recreational purposes.

Natural Resource Protection: Protecting the Water Supply

Newburyport has established local ordinances to help protect important water resources and mitigate potential development impacts, including a wetlands protection ordinance, a stormwater management ordinance, and a water resource protection overlay zoning district. Efforts to continue to improve the City's water resource protection regulations will rely on collaboration between the Conservation Commission, the

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Parks Department, the Department of Public Services Water and Highway Divisions, and the Planning Board. Ongoing communication between these entities will be necessary to ensure that all development regulations and processes are working to protect water resources. Ongoing efforts of the city's Water Division to protect existing water supply source and locate future water supply sources should also be coordinated with land protection priorities of the Open Space Committee. In addition, the city should continue to support efforts of regional and local watershed groups to protect and improve the watersheds of the Merrimack, Little, Artichoke, and Parker Rivers that continue to be impacted by non-point source pollution, invasive species, and sedimentation.

Limiting Development Impacts

Ongoing major development impacts are an increase in impervious areas, which can contribute to flooding, reduced groundwater recharge, and increased stormwater runoff; pollution potential from industrial processes; and loss of open space, tree canopy, and wetlands. The City's permitting entities have roles to play in off-setting the environmental impacts of development. The Planning Department should continue to work collaboratively with these groups to ensure the city's regulations support effective monitoring of these activities.

Sustainability and Climate Change

Preserving open space, protecting natural resources, and providing recreation options close to population centers are all goals that support sustainability. Parks and natural spaces help offset the heat retained by buildings and pavement – the "urban heat island effect." The vegetation in green spaces filters air, improving air quality. Ability to access and connect to parks and recreation areas by foot or bicycle helps decrease fossil fuel consumption. Despite efforts to become a more sustainable community, including reducing potential contributors to climate change, the City is now just beginning to comprehensively address the potential effects of climate change on its population and its physical infrastructure. While there are many uncertainties about the impacts of climate change, it is agreed that coastal communities like Newburyport are likely to be at higher risk due to the increased frequency and severity of weather events and to sea level rise. While it is important to continue the existing efforts, the city needs increased focus on climate *resilience* as opposed to climate change *prevention.* In planning for a more resilient community, the City will need to evaluate its vulnerabilities and risks from sea level rise, increased storm damage and other factors, and develop recommendations for both short- and long-term approaches to addressing climate change.

Important Wildlife Habitat

Undeveloped land, wetlands and marshes, forests and grasslands all provide direct habitat for a great diversity of species in Newburyport. In the long term, the City should be alert to opportunities to provide or enhance wildlife crossings under major roadways to improve the migration paths between the various open spaces throughout the City. Protecting Plum Island and lands along the Merrimack River corridor through limiting development and preventing erosion will ensure that important shorebird habitat remains. Habitat protection should be incorporated into management strategies for the City's conservation properties. It is also important for those responsible for monitoring and managing the environmental health of these lands to have a strong initial baseline inventory of the environmental attributes of each of these properties.

Heritage Landscapes

Several open space areas are cherished by residents for their scenic and historic features, for how they help create a sense of place and community: The Common Pasture/Little River area; Plum Island/Joppa Flats marshes; Curzon Mill area on the Artichoke River; and Old Ferry Road area on the Merrimack River. These

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areas must be protected from development pressures so that their scenic beauty may be preserved, which will also be a benefit for other aspects of natural resource protection.

Recreational Needs

It is clear that Newburyport has a shortage of active recreational fields. With the ever-growing popularity of youth and adult sports inevitably comes the growing numbers in sports teams. The fields during the peak athletic season are reserved for practices and games; however, the difficulty in scheduling events leads teams to find private fields or use facilities in other communities for their activities.

Water-Based Recreation

Newburyport's waterfront has played a significant role in the historical development of the City. It continues to be an important economic asset for the city in addition to the recreational opportunities it offers. Ongoing improvements to and expansion of public waterfront access is critical for supporting this essential City asset.

Park and Recreation Facilities

Fields in Newburyport are in particularly high demand for a variety of reasons: 1) high enrollment in existing field-based sports programs; 2) programs that extend over multiple seasons; 3) density of population and lack of available open land; 4) emerging new sports that compete for the same space (such as Ultimate Frisbee and rugby). Demand for tennis courts is also high due to the level of use for organized recreation programs and school sports. All of the indoor public basketball courts are located in the schools, limiting the availability of courts for adult leagues and after-school programs.

The highest organized sports priorities for Newburyport are baseball fields and multiuse fields that can accommodate field hockey, lacrosse, soccer, football, and other field sports. The addition of field space helps alleviate the heavy levels of use carried by the existing fields and allows for certain fields to be dedicated to one type of activity. Limiting a facility's carrying capacity helps reduce wear and tear, lowering maintenance costs in the long term. Other needs include tennis courts and indoor basketball courts for general public use.

Newburyport is challenged to serve the recreation needs of households in areas where available land is scarce. It is important to continue to explore opportunities for providing new parks or expanding existing recreation areas for residential neighborhoods currently underserved. In addition, creating safe and convenient bicycle or pedestrian connections to existing parks would help improve service.

Passive Recreation

The variety of open space that can be used for hiking, jogging, or exploring is one of the biggest assets to the City. Passive recreation is considered a high priority for the community as is creating safe linkages among the parcels.

Accessibility Improvements

While Newburyport has improved access for the disabled in recent years, additional improvements are necessary and efforts should be ongoing. The identified needs to improve accessibility generally involve improving access to existing facilities through eliminating barriers at access points, improving parking arrangements, and making use of surfaces that can accommodate wheelchairs. In addition, Youth Services has identified a need for a staff person to run therapeutic recreation programs for people with cognitive and emotional disabilities, for which a need has been identified in the community.

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Section E: Newburyport's Natural Resources, Open Space & Recreation Goals

From the mouth of the Merrimack River to Moseley Woods, Newburyport is a City that values its natural resources as evidenced by the continuing work of its elected officials, City staff and volunteer citizens to protect and preserve the community's open spaces and recreational opportunities. This component of the Master Plan seeks to build upon the City's work in preserving open spaces and maintaining and creating new recreational opportunities. The following goals, objectives and actions support the Master Plan Vision of sustainability in that they:

- Protect lands of conservation interest to support wildlife habitat, water protection, flood control and heritage landscapes;
- Maintain and improve upon the City's recreational lands and their management so that the community is able to access and enjoy both active and passive recreational opportunities; and
- Create an interconnected system of open spaces and recreational areas that will allow residents and visitors to reduce their dependence on motorized vehicles and utilize alternative modes of transportation.

The Goals discussed in the remainder of this chapter provide a coherent framework for meeting Newburyport's natural resource, open space and recreational needs with a focus on protecting, conserving and enhancing the City's resources to ensure that their health and that of the community is preserved.

Goal NR-1: Protect and enhance lands of public conservation and recreational interest, including the City's defining scenic heritage landscapes and areas that support essential wildlife habitat and ecosystems, water protection, flood management, and a variety of recreational interests.

The Objectives and Actions that support this first goal recommend increased advocating for the protection of lands of scenic importance as well as lands that support habitat, those that preserve the integrity of the City's water supply and protect its coasts from flooding and storm surge. The Actions involve creating inventories of lands of conservation and preservation importance, educating the public of these priorities and creating partnerships with others to collaboratively address these issues.

Goal NR-2: Maintain a high quality of parks, recreation areas, trails and other open spaces that are safe, attractive, preserve historic resources, and provide a range of active and passive recreational opportunities for all residents and visitors.

One of the main Actions to support this Goal is to increase the staffing levels for the Parks Department and the maintenance crews. In order to ensure that the City's properties are adequately cared for, there must be staff dedicated to this purpose. This Goal is also supported through the formalizing of volunteer efforts and programs focused on park and trail stewardship. A third component of this Goal is the creation of new recreational facilities for both active and passive recreation. These Actions focus on identifying funding streams, including but not limited to the municipal budget and exploring grant opportunities, which may be used to build new athletic fields and to purchase land to preserve as open space.

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Goal NR-3: Improve access to, connections between, awareness and use of public open space and recreation areas.

Goal 3 is primarily focused on improving upon the City's network of open space and recreational areas and is comprised of three Objectives: (1) improving public awareness of the variety of open space and recreational opportunities, (2) improving connections among these opportunities so that Newburyport may have a comprehensive and complete open space and recreational network that the community may safely navigate and (3) improving safety and access for cyclists, pedestrians and other non-motorized users.

Goal NR-4: Improve management of the City's natural resources, including water bodies, forested areas, wetlands, coastal dunes and the barrier beach.

The fourth and final goal for this chapter explores ways to protect Newburyport's natural areas to ensure that the City's water supply, habitat and other resources are safe and protected from potential climate change and storm impacts. The Objectives and Actions that support this Goal are centered on notions of incorporating green technologies to lessen potential negative environmental impacts of development on our natural resources. A crucial component is a focus on resiliency in the face of climate change. Newburyport has many fragile environments with Plum Island as perhaps the most fragile. As the frequency and intensity of storms continue to impact the Island, several Action items seek to increase protection of this resource through land acquisition, implementation of the Beach Management Plan, and exploring ways to limit and slow erosion of the coastal dunes. Collaboration among various City departments, Boards and Commissions and private organizations to protect natural resources is crucial to ensuring the future health and prosperity of the City's natural resources and the overall health of the community.

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CHAPTER 9

Cultural, Historical & Natural Heritage Resources

Newburyport is a city vibrant with history and a picturesque downtown, with the beautiful Merrimac River as a backdrop and the Atlantic Ocean on its doorstep. The City has a rich cultural environment, and numerous historically significant structures located both within the National Register Historic District and elsewhere throughout the City. It is home to a broad range of cultural, historical and natural heritage resources and amenities. These resources are a source of great community pride, and they help make the smallest City in Massachusetts an extremely desirable place to live, work and visit.

The spirit of volunteerism, long in evidence among the Clipper City's many cultural, historical and natural heritage organizations, is alive and well in the 21st Century. Volunteers of all ages flock to organizations such as the Anna Jacques Hospital, the Newburyport Art Association, the Friends of the Library and dozens of others to create a unique fabric of community service that benefits the City in a number of ways.

The overall theme of this chapter of the City's Master Plan is to explore ways to strengthen, enhance, and promote the City's many cultural, historical and natural heritage resources so that individuals and families, whether residents or visitors, are able to enjoy the many attractions the City has to offer.

A number of key themes surface in this chapter: expanding cultural opportunities for individuals and families off all ages and abilities; enhancing historical resources and events for residents and visitors; conserving and preserving the natural areas that are a key element in the City's natural heritage; and establishing ethical standards for financial and environmental sustainability around our cultural, historical and natural resources.

Through the Goals, Objectives and Actions included in this chapter, the City seeks to celebrate the impact that culture, history and the natural environment have on the community's overall quality of life. Preserving, supporting and enhancing cultural and historical initiatives and programs will further enrich the aesthetic, intellectual and civic growth of residents and visitors, and offer the capacity to explore new perspectives, modes of expression and shared experiences.

Section A: Cultural Resources

Visual and Performing Arts

Vibrant and diversified visual and performing arts programs are vital ingredients for any community in establishing a forum for expression, communication, exploration, imagination and cultural and historical understanding. Research shows that people of all ages benefit from participating in visual and performing arts programs and events. They serve to encourage Civic engagement, connect people more deeply to the world around them and open them to new ways of seeing it. Visual and performing arts programs create the foundation to strengthen social bonds and promote unity. They are essential to the overall health and quality of life of Newburyport's residents.

A seaside community like Newburyport naturally draws artists to its picturesque shores. This presents many opportunities for artists to share and collaborate among themselves, as well as for the larger community to be immersed in the artistic world. Organizations and venues within the City, like the Newburyport Art Association and the Firehouse Center for Performing Arts, foster an environment of support and opportunity for the community's artists, both those that create visual art and those that seek to perform.

Downtown Newburyport Cultural District. In late 2013, Newburyport became the 19th community in the Commonwealth to receive a cultural district designation from the Massachusetts Cultural Council. The downtown district is anchored by a vibrant historic waterfront and bounded by the Merrimack River, Federal Street, High Street and Winter Street. It is characterized by blocks of mixed-use buildings featuring a highly functional urban design, unique cultural destinations, numerous arts-oriented retail businesses and desirable public amenities. Within its boundaries is an active riverfront and park, a visually coherent downtown commercial area formed by an extensive and well-preserved collection of historic buildings and a popular new rail trail, which will be further extended into the district.

The Downtown Newburyport Cultural District seeks to:

- Design and implement a distinctive brand for the district that highlights Newburyport's cultural life;
- Create economic opportunities for cultural organizations and local businesses by:
    - Increasing the vitality, sustainability and use of public, private and non-profit resources, and
    - Facilitating the contribution of local businesses; and
- Provide increased opportunities for artists, organizations and visitors to foster their art and cultural experiences.

Cultural Tourism

Cultural tourism encompasses all of the activities that are focused on an area's arts and culture, historical and natural heritage resources. It is the fastest growing division of the travel industry. According to the Massachusetts Cultural Council's ("MCC") Report, "cultural tourists spend $62 more per day and $200 more per trip than other travelers." In total, Massachusetts' cultural tourists generate approximately $15.6 billion in direct spending on cultural events and exhibits, an additional $963 million in State and local taxes and support 128,800 jobs in a variety of industries.

Firehouse Center for the Arts
Photo by Kate Newhall-Smith

The average cultural tourist visits multiple destinations during a visit to a community and stays approximately one half-day longer at each destination. Newburyport, with its newly created Downtown Cultural District, *should* be the cultural tourist's first stop when visiting Massachusetts. The City offers the cultural tourist a diverse wealth of activities including wildlife sanctuaries, public parks, performing arts, visual arts, heritage walking tours, museums and abundant recreational activities that would satisfy every discerning taste.

In addition to the cultural resources listed in **Table CR-1** below, there are several annual events that provide opportunities for both residents and visitors to learn about and celebrate the City's culture and heritage, including: Yankee Homecoming, The Literary Festival, The Chamber Music Festival, the Chamber of Commerce's Spring Fest, Fall Fest, Oktoberfest and Riverfront Festival, the Documentary Film Festival, the friends of the Library's Great Old Book Sales, the Eagle Festival, the New Works Festival, the Greek Festival, the Earth Port Film Festival, the Field of Honor, Winter Carnival, and Newburyport Preservation Week.

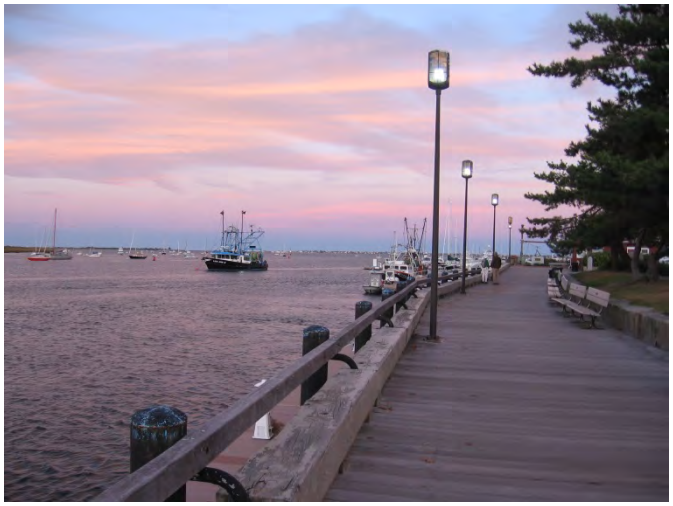
Table CR-1: Existing Cultural Resources

Name	Description	Ownership/ Management
Connor Summers, Indigo, Lepore, Minutia Gallery, Valerie's Gallery, Walsingham Gallery	Art galleries predominantly showcasing local and regional artists using various mediums including, acrylic, charcoal, photography, craftsmanship, etc.	Private
Firehouse Center for the Arts	191-seat theater and cultural center that offers national, regional and local live performances at affordable prices.	Non-Profit
Newburyport Arts Association	With over 600 artist members from the region, the Association exhibits work in open, juried, invitational, featured artist and interest group shows and offers studio classes and workshops for all ages – nearly 40 exhibitions per year. In addition to the three interior galleries, soon an outdoor Community Sculpture Garden will be opening offering new exhibition and education opportunities.	Non-Profit
Artist's Playground	Studio space for artists, dance, yoga, acting and music	Private
Actor's Studio of Newburyport	50-seat theater offering classes and performances	Non-Profit
The Screening Room	Small, local movie theater	Private
Various Events on the Waterfront	Local organizations, the City, the Chamber of Commerce, etc. all host and sponsor movies, concerts and other events along the waterfront throughout the Spring, Summer and Fall seasons. These events are often open to both the community-at-large and visitors.	Private, Public and Non-Profit

Section B: Natural Heritage

Preserving Natural Habitat

While preserving natural habitat is crucial to the health of all living things, preserving natural habitat for educational and recreational opportunities contributes strongly to the culture and economics of any community. According to the U. S. Fish and Wildlife Service, approximately 1.4 million (24%) Massachusetts residents are bird watchers. They have contributed roughly $560 million to the Commonwealth's economy. According to the Massachusetts Division of Fisheries and Wildlife, approximately 200,000 fishing licenses are granted in Massachusetts annually; freshwater angling alone contributes half a billion dollars to the Massachusetts economy.



Boardwalk at Sunset
Photo by Geordie Vining

Newburyport's geographical location and open spaces identify the City as a premiere destination for those who enjoy nature. The City is bordered by the Atlantic Ocean on the east, the Great Marsh on the east and south, the Artichoke River and Artichoke Reservoir on the west, and the Merrimack River on the north.

Entrance to rail trail from High Street
Photo by Geordie Vining

Open spaces are located throughout the community with large tracts of land preserved, including a portion of the Parker River National Wildlife Refuge (U. S. Fish and Wildlife Service), Maudslay State Park (the Massachusetts Executive Office of Energy and Environmental Affairs), the City Forest, a section of the Common Pasture (both owned by the City of Newburyport), and Joppa Flats Wildlife Sanctuary (Massachusetts Audubon Society). Together, these open spaces and water resources create a variety of natural habitats, including sandy beach, coastal wetlands, estuaries, fields and grasslands, and mixed deciduous and coniferous woodlands.

Resident amenities and tourist attractions that depend on and take advantage of Newburyport's natural resources include a network of parks, the waterfront and boardwalk, marinas, the Clipper City Rail Trail and Harbor Walk, and Plum Island beaches. The waters at the mouth of the Merrimack River are well-known for productive surf casting. Plum Island, the northern end of which belongs to Newburyport, is an internationally known, year-round birding site. The Merrimack River in Newburyport is one of the most productive areas in New England for viewing bald eagles, especially in winter.

Essex National Heritage Area

Newburyport is located within the Essex National Heritage Area, designated by the U.S. Congress in 1996 to recognize the quantity and quality of the region's historical, cultural and natural resources. These resources are categorized according to three nationally significant historical themes: Early Settlement (17th century), the Maritime Era (18th century) and the Industrial Revolution (19th century). Incorporating all of Essex County, the region contains 34 cities and towns with a total resident population of approximately 750,000.

Common Pasture
Photo by Geordie Vining

Curzon Mill
Photo by Geordie Vining

Table CR-2: Existing Natural Heritage Resources

Name	Description	Ownership/Management
Clipper City Rail Trail	A 1.1 mile multi-use pathway running between the MBTA commuter rail station and the waterfront at the Route 1 bridge over the Merrimack River. There are plans to extend the trail along the riverfront and loop back to the train station.	Municipal
Merrimack River Harbor	Traditionally associated with ship-building, today it provides recreational boating opportunities	Multiple Federal and State jurisdictions
Plum Island's Beaches	Barrier beach habitat that provides recreational opportunities	Beaches are municipally-managed
Maudslay State Park	The former Moseley family estate features 19th century gardens and plantings, rolling meadows, towering pines, and one of the largest naturally-occurring stands of mountain laurel in the state.	Massachusetts Department of Conservation and Recreation
The Common Pasture	a large shallow "saucer" landform with farming fields, wet meadows and pastures	A mix of private and public ownership
Plum Island Basin	Between Plum Island and downtown Newburyport, the Basin encompasses many beautiful salt marshes, including low-lying river islands and Joppa Flats.	Multiple Federal and State jurisdictions
Kettle Holes at Bartlet Mall (the Frog Pond) and March's Hill	Shallow, sediment-filled bodies of water formed by retreating glaciers or draining floodwaters	Municipal
Moseley Woods Park	16-acre park with hiking trials, picnic areas and playground	Municipal
The Little River	Tributary of the Parker River is rich with wildlife, large mammals, salamanders, boblinks and meadowlarks	Multiple Federal and State jurisdictions
Joppa Flats/Plum Island Turnpike	An area historically known for clamming with picturesque views over the Merrimack River.	Municipal

Name	Description	Ownership/Management
Mass Audubon's Joppa Flats Education Center	Offers unique educational opportunities for people of all ages; visitors can explore the region's habitats through guided tours, marine touch tanks, art exhibits, drop-in programs, and interpretive displays	Massachusetts Audubon Society
Curzon Mill Area	Curzon Mill Road is a naturally scenic road with the land located off of it important for wildlife habitat and watershed protection, in addition to providing opportunities for passive recreation.	Combination of public and private ownership
The Artichoke Reservoir	A major drinking-water source, the Artichoke's forested and marshy banks also offer valuable habitat. Some residents enjoy fishing off bridges across the Artichoke.	Municipal
City Forest	This upland site off of Hale Street is primarily conservation land, featuring wetlands and large outcrops of bedrock among rolling forested hills.	Municipal, Conservation Commission
Moseley Woods	This regional park on the Merrimack River offers picnic areas, a playground, an open field, and wooded area with hiking trails. It also includes a pavilion, a composting bathroom facility and parking areas.	Municipal
Ferry Road Area	This naturally scenic road with land located off of it that is permanently protected as they surround public drinking wells within two high-yield aquifers.	Combination of public and private ownership
The Parker River	Part of the Great Marsh ecosystem, the river supports a wide range of local and migratory birds. The beaches and marshes along the river also have historic importance for clamming, fishing, duck hunting, and salt-hay farming.	Multiple Federal and State jurisdictions
Parker River National Wildlife Refuge	Although outside of Newburyport's borders, this refuge is only accessible by land through Newburyport and the Plum Island Turnpike. It was established to provide feeding, resting, and nesting habitat for migratory birds.	U.S. Fish and Wildlife Service

Section C: Historical Resources

Architecture and the Built Environment

Newburyport's earliest habitation included summer encampments by Native Americans who came for clamming, fishing, and regional festivals along the banks of the Merrimack River. Newburyport's early permanent English settlements can be compared with those of such other historic seaports as Salem, Marblehead, or Portsmouth, New Hampshire. The City separated from the more agrarian Old Newbury in the year 1764 as its character came to be more defined by the needs and values of prosperous maritime traders.

Bartlet Mall's Frog Pond with the Superior Courthouse
Photo by Bill Lane

Historic Newburyport High School

Just as the city's social, political, and economic character was shaped by maritime trade in the last half of the 18th Century and the first half of the 19th Century, so were its architecture and land-use patterns. Those patterns largely persisted as the era of sailing ships and small harbors ended and Newburyport entered a long period of decline, which stretched through the Depression and into the 1960s. Efforts began in the 1960s to restore the deteriorated downtown. Amendments to the urban renewal plan in the early 1970s jump-started the preservation of Federalist Era buildings. This trend-setting, restoration-oriented version of urban renewal nurtured Newburyport's current success as an attractive place to live, work and play. Additionally, the renewal saved many of the City's extensive colonial and federal-era streetscapes, which are now part of the very large National Register Historic District.

National Register Historic District

Newburyport contains a National Register District, which spans much of the South End, through the Downtown and follows the river westward to the City's "Three Roads" intersection (Storey Avenue, Ferry Road and Moseley Avenue). It includes over 2,500 properties and includes portions of the South End, Downtown, and North End. The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. Administered by the Secretary of the Interior and maintained by the National Park Service

Custom House Museum
Photo by: Essex National Heritage Area

through the Massachusetts Historical Commission, the list includes individual buildings, sites, structures, objects and districts that have been determined either to be locally, regionally or nationally significant as they relate to American history, architecture, archeology, engineering and culture. Listing does not guarantee protection, which is the prerogative of the local community or property owner.

Local Historic District

Established by a two-thirds majority of the City Council and administered by a local historic district commission, local historic districts are special areas within a community where distinctive characteristics of buildings and places are preserved and protected. Newburyport adopted one local historic district in 2007 –the Fruit Street Historic District. Exploration of establishing a second local historic district that would have included the downtown and the High Street corridor culminated in a failed vote to adopt in late 2012.

Archives and Historical Documents

The Newburyport Public Library is home to the Archival Center, which is a central repository for a variety of documents focused on genealogy and local history, primarily that of Essex County with additional material covering New England. The Center receives documents and catalogues them so that researchers are able to locate areas of interest via subject, author or title. The library also has a microfilm collection that includes most issues of The Newburyport Daily News from 1773 to the present, as well as Essex County probate records and other materials. Online resources include Ancestry, Heritage Quest and American Ancestors. One of the collection's more idiosyncratic sections consists of hundreds of pamphlet files, each containing unique material related to the history of Newburyport. The Center has both an extensive historic photograph collection and a more recent photo collection focusing on the years 1964–2000. The center is funded by the City as part of the library's budget, but it welcomes donations towards its upkeep.

Cushing House Museum
Photo from Essex National Heritage Area

The Museum of Old Newbury houses many historical documents that are available for review by the public (free for members, fee for non-members). The collection includes both primary and secondary source materials that address family genealogies, Newburyport's maritime heritage, local businesses and industries, landmarks, buildings, cemeteries, and more. Resources available for research use include local history books, ship logs, maps, photographs, genealogy books, diaries, and ledgers. The collection is particularly strong in the genealogies of Newbury's first settlers due to extensive research into town, church and census records conducted by Mary Adams Rolfe in the early 20th century. Ms. Rolfe's original notes are bound and available for research.

The Clerk's Office in Newburyport City Hall is the main repository for all city-oriented records, including City Council actions, minutes and decisions of the various City Boards and Commissions, election records and documents, local ordinances, and birth and death certificates.

Existing Historic Resources

In addition to the many properties listed as contributory to the National Register Historic District, the City of Newburyport contains many historic resources of note, as listed in **Table CR-3** below.

Table CR-3: Existing Historic Resources

Name	Description	Ownership/Management
Powder House	Built in 1822, it stands as an intact example of an early nineteenth century powder house and illustrates integrity of design, setting, materials, and craftsmanship. It possesses significance for its association with the civic and military history of the City.	City has a 99-year lease with the Commonwealth
Curzon Grist Mill	Dating back to the early 1700s, the mill was the center of attention, slowly growing with shops and local residents. Today the mill is used as a residence.	Private
Fruit Street Local Historic District	Adopted in 2007, this district is comprised of 18 residential properties and governed by the Fruit Street Historic District Commission	Privately-owned parcels

Name	Description	Ownership/Management
Newburyport Historic District	Listed on the National Register of Historic Places and the State Register of Historic Places in 1984, the District is roughly bounded by the Merrimack River, Plummer Avenue, Marlboro, Parker, State and High Streets and comprises more than 2,500 properties.	Privately-owned parcels
Archival Center	The collection's strengths include town and city records, photographs from the 1840s to present, diaries, maps and plans, local newspapers (print and microfilm), New England town histories and a large collection of genealogical material. The Center's genealogical collection extends beyond the local area to New England, Ohio, South Carolina, Canada and Europe, with a particular emphasis on the early migration period.	Municipal
Historic Wharves	Discovery of Coombs and Bartlet wharves along the Merrimack River prompted local efforts to preserve wharves and add interpretive signage along the future rail trail.	"Ownership" of the wharves is determined by the property owner of where the wharves were discovered.
Belleville Congregational, Central Congregational, Congregation Ahavas Achim, FRS Unitarian Universalist, Greek Orthodox Annunciation, Immaculate Conception, Old South Church, People's United Methodist Church,St. Paul's Episcopal	The majority of the City's places of worship are located within historically-significant structures that play a role in both the City's architecture and its history.	Private religious institutions

Name	Description	Ownership/Management
Clipper Heritage Trail	Website providing self-guided walking tours, downloadable maps and brochures, and smartphone tours of Newburyport's history.	Sponsored by the City, funded through grants and managed by volunteer efforts.
Custom House Maritime Museum	Built in 1835 and designed by Robert Mills, architect of the Washington Monument and U.S. Treasury Building, it was constructed to facilitate growing overseas trade and tax collection of imported goods on the waterfront. Today it houses a unique collection of maritime art, model clipper ships, displays of famous shipwrecks, and the history of the Coast Guard	Non-Profit
Newburyport Preservation Trust	The Trust is a non-profit membership organization that brings together people from Newburyport and beyond who value the preservation of the City's period architecture, neighborhood ambiance, heritage landscapes, and authentic historic character.	Non-Profit
Museum of Old Newbury	The Museum preserves and interprets the history of "Old Newbury, "which includes Newbury, Newburyport, and West Newbury, from settlement to the present. The 1808 brick, Federal mansion houses the Historical Society of Old Newbury's headquarters. The home features architectural elements typical of the period, including symmetrical design, hipped roof, double-hung sash windows, louvered shutters, and the fanlight window over its front door. The house has served as a single- and two-family home, and its grounds include a carriage house, garden, orchard and privy.	Non-Profit
Perkins Engraving Plant	Built in 1808-9 by brothers Jacob and Abraham Perkins for use as a printing and engraving plant, the building has undergone a significant restoration and is now managed by the Historical Society of Old Newbury.	Non-Profit

Name	Description	Ownership/Management
William Lloyd Garrison Statue	Garrison was a leader in the abolitionist movement and editor of the abolitionist newspaper *The Liberator*. He was also a prominent voice for the woman suffrage movement. His statue sits in Brown Square at the corner of Green and Pleasant Streets.	Municipal
Newburyport Superior Courthouse	Designed by Charles Bulfinch and completed in 1805, the building was first used to house town meetings with a girls' school located in the lower rooms. In June 1834, the property was conveyed to the County of Essex and has since been operated as a courthouse.	Property is owned by the City of Newburyport. Courthouse is operated by the State.

Section D: Newburyport's Cultural, Historical & Natural Heritage Resource Goals

The Goals listed below aim to expand opportunities for residents and visitors to learn about, interact with, and enjoy Newburyport's arts, culture, history and natural heritage. Taken together, the goals work to preserve the City's historic and cultural resources; to protect linkages between the City's history and contemporary life; to enhance the community's self-appreciation; to strengthen the sense of community; to educate the City's youth; and to protect Newburyport's special character. The accompanying Objectives and Actions, as found in **Chapter 14: Plan Implementation & Monitoring**, seek to integrate the importance of protecting and enhancing cultural and historical resources into comprehensive planning processes and everyday planning activities of the various City permitting boards and commissions, so as to enhance the visual, cultural and architectural character and local neighborhood quality of life.

Goal CR-1: Expand existing arts education opportunities for school age children, adults, children and adults with special needs, and seniors across the visual and performing arts.

As municipal and school budgets continue to be stressed arts education is often targeted first when budget cuts need to be made. The actions associated with this goal aim to refocus elected officials, City and school department staff on the importance of arts education within the school systems and also for the City's senior community. In addition to securing consistent funding for arts programming, collaborations and partnerships, may also serve to accomplish this goal.

Goal CR-2: Increase awareness of Newburyport as a destination for arts, tourism and cultural affairs.

Marketing Newburyport as a cultural destination is critical to support and sustain the City's economic future. Tourist dollars will contribute to the necessary maintenance of its historic infrastructure, the viability of downtown businesses and the conservation of its beaches, parks and waterways. In order to achieve the goal of becoming a local, national and even international cultural destination, it is incumbent upon the Office of Arts, Tourism and Cultural Affairs to work closely with City departments and the community's arts and heritage organizations to create lasting and meaningful partnerships focused on Newburyport's cultural assets.

Goal CR-3: Support a rich variety of cultural opportunities and activities for all groups and individuals in the City.

The actions within this goal focus primarily on securing funding, whether through expanding the municipal budget, forming public/private partnerships, or seeking grant funding, to support cultural opportunities for all segments of the Newburyport population. A very important component of this goal is to guarantee that opportunities are open to individuals of all abilities through ensuring that all venues and events are physical and economically accessible.

Goal CR-4: Promote the preservation, appreciation, and sustainable use of Newburyport's natural resources for residents and visitors.

Similar to the goals found in much of Chapter 8: Natural Resources, Open Space & Recreation, this goal is comprised of objectives and actions focused on preserving Newburyport's natural heritage areas, scenic vistas, and areas of wildlife habitat that play an important role in the cultural tourism and economic engine of the City. Like the other goals in this chapter, finding alternative funding sources like forming partnerships and seeking grants, is highlighted.

Goal CR-5: Promote and support an increased level of preservation to protect Newburyport's historic built environment for future generations.

There are two objectives listed for this goal, each with a distinct approach to accomplishing it. The first objective centers on the City's regulatory powers, ordinances and enforcement; expanding and enhancing the historic preservation regulations to protect Newburyport's architecture. The second objective seeks to find creative ways to encourage preservation, whether through creating incentives for homeowners to preserve their homes, utilizing state and federal programs for preservation, and/or creating inventories of historic properties to increase community awareness of the historic resources located throughout the City.

Goal CR-6: Promote and protect Newburyport Public Library's Archival Center resources.

The City's Archival Center serves as a central repository for a plethora of materials focused on Newburyport's history. The purpose of this Goal is to raise awareness of this community resource, support it financially, encourage its expansion and also safeguard the documents so that Newburyport's written and photographic history is safely preserved for future generations.

Chapter 10
Municipal Facilities & Services

In Massachusetts, municipalities are responsible for administering and delivering nearly all city or town services. Municipal facilities and services are structured to respond to a community's priorities and desires in terms of providing a satisfactory quality of life for its residents. Together, public buildings and facilities, land infrastructure, equipment, personnel and financial resources make it possible for the City's employees, boards, committees and commissions to provide services for residents and businesses and to conduct Newburyport's day-to-day operations.

This chapter focuses mainly on the capacity of local government to plan for, finance and deliver services. Newburyport's population growth has not been significant over the past few years, so capital facility needs are focused on deferred maintenance and renovating or replacing obsolete buildings and infrastructure rather than accommodating a larger population. The challenges involve financing the typically desired local services in a State with fluctuating aid policies, a cap on property taxes and no authority for cities and towns to collect impact fees.

The balance between increased demand for public services and the residents' desire to keep taxes from increasing is a delicate one, presenting challenges to local officials and policy makers in finding creative means to provide more with less. Deferral of expenditures for upgrading, replacing or expanding facilities commonly proves to be short sighted and results in significant expenditures the longer these items go unaddressed. Accordingly, Newburyport has in recent years been carefully framing long-range capital plans and devising means of identifying needs and financing their implementation.

Section A: General Government

Newburyport's general government consists of the central policy and administrative services that a community needs in order to carry out its statutory and corporate obligations. This includes the Mayor, financial operations (Finance Department, Treasurer/Collector and Assessors), human resources, information systems, the City Clerk, land use and permitting (Planning, Conservation, and Zoning Board of Appeals) and the legislative arm of government, the City Council.

Administration and Finance

Newburyport's Mayor directs the day-to-day work of City government, carrying out policies the City Council adopts and coordinating with departments not directly under the Council's purview. The Mayor's Office has a total of three full-time staff, including the Mayor, the Chief Administrative Officer and an Executive Assistant. The Mayor's office also employs a part-time Grant Writer who researches and submits applications for state and federal grants on behalf of all City departments. Newburyport's Finance Department oversees the City's financial operations and includes the City Auditor's Office, Treasurer/Collector's Office and the Assessor's Office. The Department is responsible for the procurement of equipment, materials, supplies and services.

The Office of the City Auditor coordinates and manages financial services within local government including budget preparation, financial reporting, revenue forecasting and establishing control systems to ensure that all financial transactions are carried out in accordance with all applicable laws. The Treasurer's Office administers and collects all real estate and property taxes, including motor vehicle excise and boat excise

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taxes. The Assessor's Office estimates the value of all real personal property within Newburyport and maintains City records for real estate and personal property tax billing, motor vehicle billing and boat excise tax billing.

Human Resources

The Human Resources Department was created by City Ordinance in 2013 with the mission of providing quality customer service to City employees, retirees and the general public for all staffing-related items. The two-person department serves as the primary contact for those individuals seeking information in the following areas: recruitment, hiring, benefits, compensation, labor relations and employee relations. The Human Resources department located at City Hall addresses only City employees, as the School Department has its own Human Resources staff.

Information Systems

Newburyport created its Information Services Department in the early 2000s. The City's two-person office handles a wide variety of responsibilities from a small office in the Police Station. The Department is the lead and support for the City in the appropriate application of existing and emerging information technologies and is dedicated to developing and maintaining an information structure that enhances the ability of City officials and staff to provide the highest level of service to the citizens of Newburyport.

City Clerk

The City Clerk is the official keeper of records. Newburyport residents likely come into more contact with the City Clerk than with any other elected or appointed official. The Clerk is responsible for not only maintaining and certifying documents, but also for managing the Parking Program, offering Passport Services, conducting local, state and federal elections, issuing a variety of licenses and certificates, administering the annual City census, and maintaining records of permitting and licensing decisions by boards and commissions. Recently, the Clerk's Office has been scanning records in an effort to organize and preserve public documents and reduce the need for storage space, which is at a premium.

Land Use & Permitting

The Office of Planning and Development is the City's chief planning and development agency. The overall goal of the Office is to enhance Newburyport's physical environment and improve the quality of life for all who live, work, and visit the City. Planning Office staff seeks community input and ideas in order to identify and reflect common goals, and advises elected and appointed officials. Office staff develops plans, policies and projects to guide the City's physical and economic development, affordable housing, historic preservation and environmental conservation.

- **Planning Board –** The Planning Board is a nine-member board of volunteers appointed for up to five-year terms by the Mayor and confirmed by the City Council. The Board considers land subdivision and zoning proposals, site plan review applications and proposed changes to elements of the City's Master Plan. In its deliberation, the Board actively supports smart growth objectives and the goals of the Master Plan. The Board holds public hearings, as required, on these applications and makes recommendations to the City Council for its consideration and legislative action.
- **Zoning Board of Appeals (ZBA) –** The role and responsibility of the ZBA is to provide relief, where appropriate, from literal application of the City's Zoning Ordinance. The Board, which is appointed by the Mayor and confirmed by the City Council for terms of up to five years, has the statutory authority

to grant zoning exceptions and relief, to hear appeals of actions taken by the Building Commissioner and to act on comprehensive permits filed under M.G. L. c. 40B. The Board seeks balance between the property rights of the applicant and the interests of neighboring property owners and the City as a whole. The ZBA, while an independent board, works closely with the Planning Office, the Planning Director and the Planning Board.

- **Conservation Commission –** The Commission's primary function is to review project applications and make determinations pursuant to the Wetlands Protection Act (M.G.L. c. 131 § 40) and the local Newburyport Wetlands Ordinance. The Commission is appointed by the Mayor and confirmed by the City Council for three-year terms and holds and monitors several Conservation Restrictions on protected lands throughout the City.

City Council

Newburyport is governed by an elected, eleven-member City Council consisting of five councilors-at-large and six ward councilors each serving two-year terms. The Council votes on the City budget, capital projects and land acquisitions, local ordinances and other matters requiring approval by the legislative body.

Section B: Public Safety

The Police Department, Fire Department, Harbormaster, Building Inspector and Board of Health form the backbone of the public safety services in Newburyport.

Police Department

The Police Department has 40 employees, including the City Marshall, two lieutenants, six sergeants, two detectives and 23 patrolmen. Additionally, there is an administrative assistant, four dispatchers and two part-time employees (custodian and records secretary). Aside from the traditional law enforcement and investigation functions of a local police department, Newburyport's department provides education, training and support services to the schools, issues firearms licenses according to state law requirements, operates a dive team and houses a unit specializing in domestic violence and sexual assault.

Fire Department

The Fire Department provides coverage with 39 employees including the Fire Chief, Deputy Fire Chief, an administrative assistant, dispatchers and firefighters. The Department's duties range from fire suppression and prevention to code inspections, licensing and permitting of flammable materials, inspections of underground storage tank installation and removal, public education, investigations and rescue operations. Currently, 32 of the 39 employees are certified Emergency Medical Technicians (EMT), which means they have the qualifications to provide Basic Life Support services; the balance have minimum certifications as First Responders and one of those is a licensed nurse.

Harbormaster Department

The primary task of the Harbormaster Department is the management and safety on the waterways of Newburyport. The Department patrols the river and harbor to enforce State and local laws, manages the Cashman Park boat launching facility and central waterfront docks and provides a waste water pump out vessel and shore facility. Additionally, the Department manages the Plum Island parking lot and the lifeguards who patrol the public beaches.

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Building Department

The Building Department, located in City Hall, includes a full-time Building Commissioner, a full-time Assistant Building Inspector, an administrative assistant and a clerk. The Building Department ensures that all code requirements are satisfied during the permitting process, inspects construction sites to ensure safety and code compliance, enforces the Newburyport Zoning Ordinance and State Building Codes, imposes fines for violations and issues occupancy permits.

Board of Health

The City's three-member Board of Health is appointed by the Mayor and confirmed by the City Council; each member serves a term of three years. The Board oversees the Newburyport Health Department and the Director of Public Health. Together, with the Director managing the day-to-day responsibilities of the Department and the Board overseeing policy-level decisions, they are responsible for the health and well-being of the citizens through the following: enforcement of health and safety codes, emergency preparedness and response, disease and injury prevention, promoting and offering immunization clinics, providing health education and prevention programs, responding to health hazards, ensuring water quality, monitoring waste disposal, and investigating noise and air pollution.

The Board of Health, through the City's Health Department, manages mosquito control through the City's membership in the Northeast Massachusetts Mosquito Control and Wetlands Management District ("the District"). Originally called the Essex County Mosquito Control Project, the District was established in 1950 as a response to public demand for relief from diminished property values, public health risks and residents' inability to enjoy summer activities due to extreme mosquito populations. Governed at the State level by the State Reclamation and Mosquito Control Board, municipalities may opt to subscribe to the District's services by a majority vote of a town meeting or by vote of a Board of Selectman or City Council and approval of the Mayor. A municipality must remain a subscriber for three years, after which they may withdraw. Municipal assessments are calculated by the Department of Revenue, Division of Local Services in accordance with Chapter 516, GLC. Assessments are charged to the local aid (cherry sheet) assessments.

The District performs trapping and aerial and ground spraying services for the City. The Newburyport DPS baits catch basins throughout the City. If West Nile or EEE is found in a trapped mosquito, the City, through the Health Department, notifies the community-at-large so that additional precautions may be taken. While the District performs all aerial and ground spraying for the community, property owners may opt out by notifying the Health Department by March 1st of every year.

Section C: Department of Public Services

Newburyport has a Department of Public Services (DPS) that manages traditional public works functions. The DPS employs sixty-six workers year-round and, each summer, hires eight college-aged students to work for approximately nine weeks. The DPS through its Water, Sewer and Highway Divisions, takes care of the City's public roads, including paving and pavement repairs, cleaning drainage systems, trimming roadside vegetation, maintaining public cemeteries, installing and replacing signs, plowing, sanding and street sweeping. During the winter, Newburyport supplements its DPS crew with snow and ice removal sub-contractors on an as-needed basis; these sub-contractors typically increase the plowing fleet by twenty vehicles. Additionally, in conjunction with the Parks Department, the DPS maintains the City's parks and public walkways.

Facilities Maintenance

The Facilities Maintenance staff is a team of six that oversee the general maintenance for City Hall, the Public Library, Newburyport Youth Services, the Senior Community Center, the public bathrooms located on the waterfront and the Emma Andrews Branch Library. The staff handles all snow removal at these locations as well as the downtown's sidewalks. **Table MFS-1** below lists all of the municipal buildings.

Table MFS-1: Inventory of Municipal Buildings

Name	Address	Comments
City Hall	60 Pleasant Street	Administrative offices
Department of Public Works Garage	16A Perry Way	Administrative offices, vehicle and equipment storage
Newburyport Public Library	94 State Street	Public Library
Emma Andrews Library	77 Purchase Street	Independent, volunteer-run lending library
Police Station	4 Green Street	Police Department
Recycling Center	Crow Lane	Drop-off center for a variety of recyclable materials
Central Fire Station	1 Greenleaf Street	Main Fire Station
Cutter Fire Station	153 Storey Avenue	Branch Fire Station
Filter Station/Water Treatment Plant	7 Spring Lane	Public water treatment plant
Sewer Plant/Pumping Station	115 Water Street	Public sewer treatment plant with a full upgrade completed in 2014.
Firehouse Center for the Arts	1 Merrimac Street	City-owned building with theater, leased to the Firehouse Center for the Arts – who is responsible for all maintenance and upkeep.
Harbormaster Shack, Docks and Pier	Central Waterfront	Administrative offices for the harbormaster and public docks. A new facility is in the planning stages with construction anticipated to begin in Spring 2016
Powder House	Low Street	Historic structure, park and educational center.
Emergency Operations Center	59 Low Street	Gathering facility for public safety managers to meet and respond to small- and large-scale emergencies.
Senior Community Center	High Street	Houses all programming for the senior community. DPS is responsible for the complete maintenance of the facility as well as providing custodial and other services for evening events booked into the facility.
Public Schools		
Bresnahan School	333 High Street	Elementary school (grades Pre-K – 3). This brand new building opened its doors in Fall 2014.
Brown School	40 Milk Street	No longer in use as a school, the Department of Youth Services occupies the first floor and gym. The upper two stories are vacant with the City exploring potential re-use options.
Nock/Molin School	70 Low Street	One building with two distinct sections: The Nock is for grades 4-5 and the Molin is for Grades 6-8. This building received upgrades and improvements in Winter 2015.
Newburyport High School	241 High Street	Public high school, grades 9-12.

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In addition to maintenance of the public buildings, DPS is also in charge of general maintenance for municipal vehicles that are off-warranty. The City does not currently have a vehicle replacement plan; but instead operates on revolving leases.

Water Division

The Water Division, part of DPS, consists of three subdivisions: Water Operations, Construction and Administration. The Water Operations staff is located at the Water Treatment Plant (staffed 24 hours per day) at 7 Spring Lane. The staff manages three reservoirs and two wells and operates one pumping station, the treatment plant and two storage tanks and is responsible for maintaining the quality of Newburyport's drinking water. The Construction staff is located at the DPS facility on Perry Way. The staff is responsible for maintaining over 80 miles of water main throughout the City, the Old Town portion of Newbury and Plum Island. They maintain fire hydrants, valves, fix breaks, replace old water mains, install and inspect new water services, replace meters and respond to emergencies around the clock. The Administrative Office is responsible for all billing issues, as well as responding to customer phone calls and scheduling of meter readings, installations and repairs.

Sewer Division

The Sewer Division is charged with providing the rate payers of Newburyport with cost effective wastewater collection, pumping, and treatment services, while simultaneously improving and maintaining the City's infrastructure. Similar to the Water Division, the Sewer Division consists of three divisions: Treatment, Operations and Administration. The Treatment staff is located at the City's new Wastewater Treatment Plant at 115 Water Street, which is staffed 24 hours per day. The Operations and Administrative staff are located at the DPS facility on Perry Way.

Sewer Collection System Upgrades

The City has adequate capacity to provide the necessary wastewater treatment needs for current and anticipated development throughout the community. The City completed a multi-million dollar upgrade in 2013 to its Waste Water Treatment Plant (WWTP); while the upgrade increased capacity and functionality of the system, there remain some odor issues. While a variety of factors influence odor controls at the WWTP, including weather conditions and rain, the City continues to work with consultants to adjust and balance the system to improve odor controls. The next phase of the project includes additional capital work, which may also help improve odor controls. Initial funding for this phase has been approved and the project is in its early stages.

A new Graf Road Sewer Pump Station will be needed to accommodate increased flows generated by additional residential, commercial and industrial development in the southwestern area of the City. The Pump Station is near full capacity and design for a new station is nearly complete with construction estimated to commence in 2016-2017. The station serves a large catchment area spanning Storey Avenue, along Low Street to the Route 1 Traffic Circle, including the Newburyport Business & Industry Park as well as the area proposed for a 40R Smart Growth District (for additional information about the proposed 40R, see Chapter 4: Land Use Planning & Development).

Highway Division

The Highway Division seeks to provide the most efficient, economical and responsible customer service and maintenance for the following areas of responsibility: public roadways and sidewalks; public drain systems

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including pipes, catch basins, manholes, ditches and outfalls; burials and maintenance of Highland Cemetery; parking lots and public green areas; de-icing and snow removal during storms; daily city-wide trash removal for all public areas; and a 24-hour emergency on-call crew. The Highway department also provides support to the Parks Department.

Section D: Human Services

Newburyport's human services system includes the Council on Aging, Veteran's Agent, Public Library, Newburyport Youth Services, and the Commission on Disabilities. These groups, together, provide services, educational opportunities and programming to meet the various needs of the community.

Council on Aging

The Council on Aging offers information services, transportation assistance and social, recreational, educational and health programs to Newburyport's senior community. The Council's offices and programs are located at the Senior Community Center, which provides state-of-the-art, dedicated space for senior programming. The Council provides programs including: advocacy of senior issues; housing assistance; tax preparation and financial planning; exercise classes; and a work-off program that allows seniors to volunteer for various City departments and officials for 125 hours in return for a tax abatement worth $1,000. Additionally, the Council coordinates a Meals-on-Wheels program that delivers food to home-bound seniors every weekday.

Veteran's Services

The Veteran's Service Officer is a part-time employee who aids and assists veterans by disbursing and administering a program of cash benefits and medical care, administers annuities, bonuses, license plates and flags for veteran's graves and provides a variety of other programs serving veterans' needs.

Newburyport Public Library

The Newburyport Public Library is governed by a Board of Library Trustees appointed by the Mayor and confirmed by the City Council for seven-year terms. The Library has sixteen full-time staff, including the library director. Its collection includes books, periodicals, compact discs, audio books, videos/DVDs, and databases, with a total of 115,000 items and an annual circulation of approximately 370,000 transactions. In addition to its collection, the Library offers free and discounted museum passes to a variety of institutions located in Boston and throughout the region. The Library maintains a full calendar of community events and programming including lectures, book discussion groups, crafting events and movie showings. The Library also manages and maintains the Archival Center and its collection of published monographs on Newburyport history and individual family genealogies as well as local primary source material.

Newburyport Youth Services

Newburyport Youth Services (NYS) creates quality programming and events for Newburyport's youth in safe and supportive environments. NYS also acts as an advocate for the youth so that their ideas, concerns and needs are heard and addressed by the Newburyport community. Located in the Brown School (no longer in use as a school), NYS provides after school programming, health and safety training classes, sports programs, and summer youth camps.

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In addition to providing quality programming and events for Newburyport's youth, one of NYS' largest initiatives was the creation of The BEACON Coalition (TBC), which evolved from an existing Mayor's Task Force on underage substance abuse. TBC engages partners from throughout the City in a shared effort to reduce adolescent high risk behaviors. This community-wide partnership is comprised from all sectors of the community, including public safety, non-profit organizations, public schools and the local media, and together they work to create meaningful opportunities and collaboratively support and strengthen youth assets through programming, training and initiatives.

Commission on Disabilities

The Newburyport Commission on Disabilities is comprised of between seven and nine members serving three-year terms. The Commissioners are appointed by the Mayor and confirmed by the City Council and work to advocate to the community and the various permitting boards and decision-makers within City government regarding disability related issues, concerns and opportunities. The Commission is an advisory, educational and advocacy group for the Newburyport community that (1) promotes the full inclusion of all persons with disabilities; (2) represents and assists people with disabilities; (3) eliminates barriers to any and all activities, services, and employment opportunities; and (4) advocates for the accessibility of all public spaces and accommodations.

Regionalization of Services

The City currently shares Animal Control services and Veteran's Services with neighboring communities. The Town of West Newbury shares the costs associated with employing an Animal Control Officer. This agreement is solidified through an Inter-municipal Agreement (IMA) with West Newbury that is up for renewal each year through a vote of the City Council. Veterans' services are provided to Newburyport, Amesbury, Merrimac and Salisbury utilizing an Inter-Municipal Agreement (IMA) signed by the four communities. Services are provided in two locations – the Amesbury Senior Center and the Newburyport Senior Community Center. Both the Veterans' Agent and the part-time assistant are Newburyport employees and costs are shared among the four communities; costs are determined through a formula utilizing population and veteran caseload. The IMA is renewed each year in December through a vote of the City Council.

Section E: Newburyport Public Schools

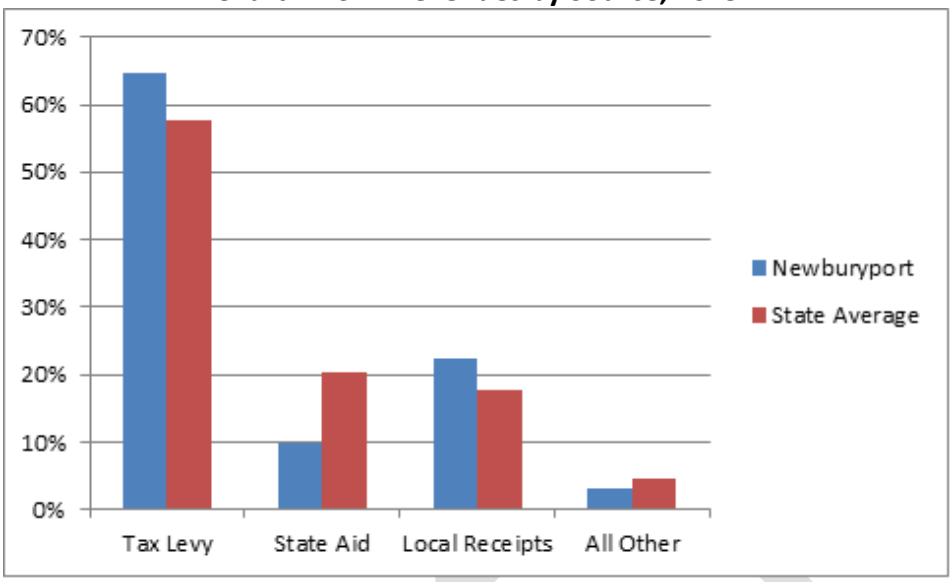
The Newburyport School Department is overseen by the School Committee, which consists of the Mayor as Chair and an elected board containing six members serving four-year terms. The School Committee oversees the broader, policy-level questions and decisions regarding the public school system while the School Department, with its Superintendent, principals and other administrative staff, oversee the daily management of the department, its staff and the students. For detailed information regarding the Newburyport Public Schools, please see **Chapter 13: Education**.

Section F: Municipal Budget, Capital Planning and Financing.

Municipal Budget

Newburyport's local government is complex with a total operating budget of $61,693,385 in fiscal year 2017. The major sources of funding for the budget include $52,781,080 from property tax levy, $4,242,990 in State Aid and $5,038,000 in local receipts. The Newburyport Public School system operates a budget of $27,884,600, which represents approximately 45% of the City's overall budget. For more information regarding municipal finance, please see **Chapter 5: Economic Development**.

Chart MFS-1: Revenues by Source, 2015



Source: Massachusetts Department of Revenue, Division of Local Services, Municipal Databank/Local Aid Section

Capital Improvement Plan (CIP)

Prior to the development of the CIP, individual departments maintained their own capital budgets. This practice provided an inventory of capital needs, but due to the creation of individual inventories, this process was a highly unorganized approach to capital planning. Prior to FY 2013, the City had not coordinated capital requests to the extent that the administration was able to offer an adequate long-term funding proposal to address important city-wide infrastructure improvements, replace deteriorating equipment and repair and renovate facilities.

The FY 2016-2020 CIP is a realistic funding plan that exists within the confines of the City's financial resources. In total, the estimated cost for projects over the five years is just under $75 million. The projects are divided into five categories: facilities renovation and repair; infrastructure investment; parks, grounds and open space; vehicles/equipment; and miscellaneous. The City's lack of dedicated annual funding sources for capital improvements has made a coordinated approach to capital planning difficult. The funding philosophy behind the CIP is to continue to fund and invest in capital without drastically increasing the City's debt burden. Leveraging state and Federal funds, CPA funds and strong Free Cash and Retained Earning balances will be the continued practice to fund the CIP.

Debt Financing

Prudent use of debt financing is an important part of the City's overall fiscal planning. The primary objective of any debt management approach is to borrow at the most favorable rate possible. Attainment of this objective requires clear policies in terms of the reasons and rationale for borrowing, calculating the appropriate term for repayment and appropriately planning for the repayment of debt-financed projects at the most favorable rate possible.

The City's credit rating is AAA from the Standard & Poor's with a Stable Outlook on the City's general obligation debt. Newburyport received this rating since it maintains a low market risk profile because it has strong legal authority to issue long-term debt to take out the notes and is a frequent issuer that regularly

provides ongoing disclosure to market participants. The stable outlook reflects Standard & Poor's view of Newburyport's continued consistent financial performance and underlying economy support by strong management. This rating is not expected to change in the next year due to their expectation that the City will maintain strong budget flexibility and financial performance.

Section G: Newburyport's Municipal Facilities & Services Goals

The City has a strong interest in continuing to provide high-quality services including police, fire, public education, libraries and other public services. In this time of stressed municipal budgets, alternative funding sources and creative partnerships need to be pursued to ensure that these services continue to meet the high standards of community members. From an infrastructure standpoint, many of the utilities in Newburyport were recently upgraded and redesigned to handle future capacities. While there are improvements still to be made, the City has consistently worked to upgrade its water, sewer and stormwater systems.

Goal MFS-1: Maintain all municipal facilities and provide funding to protect their long-term value.

To function effectively, the residents need and expect well-maintained facilities. Infrastructure should be kept in good, environmentally-sound repair to assure the safety, efficiency and well-being of the community that depends on it. The City should plan, budget and act to maintain the quality and soundness of its buildings, facilities and infrastructure. Newburyport has made significant strides in accomplishing this goal simply through the development of the Capital Improvement Plan (CIP). As the CIP is implemented, planned maintenance is no longer deferred and municipal facilities continue to meet the needs of the community.

Goal MFS-2: Manage municipal facilities and services to fit the needs of residents

The community is expecting increased levels of service from the City in many ways. In order to provide better service and facilities to the residents, streamlining the management practices and also evaluating how these facilities generate revenue are two major objectives. Collaborations between the various city departments and the school department will maximize the use of all municipal facilities, including athletic fields. There is revenue to be had as municipal facilities are rented to outside groups; this revenue may be put back into facility maintenance. In addition to improving management of facilities, the City would like to expand the outreach efforts for its various cultural entities to draw in a greater segment of the population. Downtown facilities like the Firehouse Center for the Arts and the Custom House, as well as a visitor center, will benefit from good management and support and will continue to meet the cultural needs of the residents.

Goal MFS-3: Promote conservation of water supplies while working to maintain adequate water supply capacity to account for average and peak demand levels and public safety needs.

Water conservation measures, coupled with infrastructure and administrative improvements to increase efficiency, are the focus for this Goal. Providing safe, high quality drinking water to residents requires good planning, review of past practices and continual monitoring and adjusting of how all parts of the system are functioning, including the administrative areas. Actions that support this Goal include exploring alternative rate structures to promote conservation; move to monthly billing cycles (versus quarterly); update and continue to implement the Water System Master Plan; and adequately fund the operation and maintenance of the new water treatment plant.

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Goal MFS-4: Provide wastewater collection and treatment facilities that are adequate to serve existing and projected development and to protect the environment.

While much of the wastewater system is functioning well and can accommodate further growth, there are some weak links that must be addressed in order to improve upon current levels of service and also to allow for projected growth. As with many of the goals for this chapter, a lot of the actions focus on planning and ensuring that adequate annual operating expenses are included in the budget and deferred maintenance is addressed. Large capital expenditures are expected in the near future as the Graf Road pump station will need to be upgraded to accommodate projected residential and commercial growth in the business and industrial park as well as near the commuter rail station. The sewer system on Plum Island, based on widespread malfunctions in the winter of 2015, needs to be closely evaluated to determine what upgrades are needed to ensure that the system does not again break down. This process is on-going.

Goal MFS-5: Properly address stormwater issues in both the private and the public sectors.

In any largely built-out community, stormwater is an issue. Newburyport is no different and with new regulations coming from the Federal government, the City must plan how it will successfully implement the regulations. In addition to preparing for the new governmental regulations, the City will continue to regularly update its Stormwater Master Plan and coordinate with the Stormwater Advisory Committee to enforce the local stormwater ordinance.

Goal MFS-6: Provide a high quality of public safety services throughout the City.

Maintaining safe and secure communities is important to residents, businesses, and local government alike. These Objectives and Actions suggest ways in which Newburyport can enhance the provision of public safety services to all community members and improve communications throughout the City. There are two main objectives for this goal. The first is related to public safety and includes actions focused on streamlining emergency response, exploring the centralization of public safety dispatch services and efficiently communicating public safety information to the community. The second objective is focused on ensuring that Newburyport's public facilities are safe and accessible to disabled members of the community. The City's Commission on Disabilities is the community's advocate in all matters related to the inclusion of all persons with disabilities. The actions that support this objective include working closely with the Commission to update the ADA Transition Plan, to continue to seek input on development projects and infrastructure improvements and also to improve outreach on ADA issues.

Goal MFS-7: Continue to invest in and leverage Information Technology.

Information technology is a critical infrastructure element for the City. Assuring access to affordable and appropriate technology is now an important public service function. Leveraging the appropriate technology will vastly improve communications between the City and its residents; refining the City's website so that information is presented in a clear manner and implementing a social media policy will increase the City's communication potential. Additionally, the City needs to continue to invest in technology and provide its employees with the tools they need to work as efficiently as possible. Implementing a Computerized Maintenance Management System (CMMS) will help City workers do their jobs more effectively and will help City officials make informed funding decisions. This software will also enable residents to report and track complaints and issues in a more transparent manner.

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Goal MFS-8: Continue to develop and implement City's commitment to sustainability.

Newburyport, being a Green Community, has a significant opportunity and responsibility to promote and demonstrate meaningful environmental policies and programs that help ensure a sustainable future for the community. The community's infrastructure priorities focus on issues of proper maintenance, strategic extensions, and integration of new environmentally sound technologies that reduce waste and promote efficiency. Being a coastal community, Newburyport must plan for sea level rise, increasing intense storm events and flooding. The City must prepare a Climate Change Resilience Plan to protect its residents and critical infrastructure during major storm events.

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CHAPTER 11
Energy & Sustainability

The community cares about the environment, as evidenced by Newburyport stakeholders' proposal to become a zero net energy community by 2050. Long term visioning and planning is needed to reach this lofty goal. In addition to reducing energy consumption and increasing the renewable energy generation, the community must look toward future sea level rise and implement resiliency plans in order to protect public infrastructure as well as private property.

In addition to planning for sea level rise and reducing consumption of non-renewable energy, the community expressed, through public comments during the preparation of this Master Plan, concern for preserving natural resources, limiting trash and wastes, increasing residential and commercial recycling and composting, and generating clean and renewable energy. Another facet of this theme is environmental conservation – reducing what we use and preserving what we have. This includes pursuing and preserving more open space and parks, and conserving water through smarter irrigation practices and water resource protection policies.

The community recognizes that human activity interacts with the natural systems and that the volume and type of activity today exceeds the assimilation capacities of natural systems. A sustainable community meets the needs of the present without compromising the ability of future generations to meet their own needs.

The City has already taken steps toward a more sustainable future:

- In 2005, then-Mayor John Moak signed the U.S. Mayors Climate Protection Agreement, urging the federal and state governments to enact policies to reduce global warming pollution, lessen U.S. dependence on fossil fuels, and accelerate the development of clean energy and energy efficient technologies, while pledging to measure greenhouse gas (GHG) emissions, set reduction targets and create an action plan; adopt land-use policies that reduce sprawl, preserve open space, and create walkable, bikeable and public transit-oriented communities; increase use and development of clean, renewable energy; make energy efficiency a priority; promote sustainable building practices; conserve water; increase recycling; maintain healthy urban forests and promote tree planting to increase shade, decrease energy use, and absorb CO2; and help educate the public, including students, about reducing global warming pollution.
- In 2006, the City established the Energy Advisory Committee to make recommendations regarding energy conservation, energy efficiency, and converting to cleaner energy sources.
- In 2010, the City was designated as a "Green Community" by the Massachusetts Department of Energy Resources, and since then has almost met its goal of reducing municipal energy consumption by 20%.
- In 2011, the City signed a 20 year agreement to purchase 4.2 megawatts of solar energy; previously, the City installed approximately 500 kilowatts of solar on municipal buildings, including the Rupert A. Nock Middle School.
- In 2012 the City was chosen to participate in the "Solarize Mass" program, which resulted in an additional 423 kilowatts of solar capacity on 46 residences and businesses in the community.
- In 2013, the City received a grant from the Department of Energy Resources (MassDOER) and the Massachusetts Clean Energy Center (MassCEC) to establish local clean energy goals and develop strategies to increase the use of renewable energy, building energy efficiency, and sustainable

transportation. This extensive work resulted in the City's first *Clean Energy Roadmap* – a detailed 55-page master plan for clean energy use. The recommendations set forth in the "*Roadmap*" are incorporated herein.

The *Roadmap* may be found at the following link [hard copy is available at City Hall]: *http://images.masscec.com/uploads/programdocs/CESP:%20Newburyport/Roadmap_Newburyport.pdf*

In order for a city to be sustainable, it must have, in addition to clean energy sources, sufficient water, clean air, sufficient food, biological diversity to support natural systems, safe disposal or reuse of its wastes, and be able to adapt to environmental changes. Sustainability is a way of life and we must be sustainable in order to survive. Because sustainability applies to all aspects of our lives, this Energy and Sustainability chapter includes goals, objectives, and recommended actions that overlap virtually every other chapter in this Master Plan. The predominant goal for this chapter is to ensure that the long-term livability and resiliency of the City in the face of environmental challenges of our time.

Section A: Energy

Newburyport has a history of success in implementing clean energy projects, with a strong commitment to innovation and a track record of robust community engagement. Among its many successes, the City of Newburyport is home to several megawatts of solar photovoltaic (PV) installations on some of its schools, businesses, and residences. In 2008, the City was one of the founding members of the Newburyport EcoCollaborative, an organization created to foster collaboration and support city planning for sustainability initiatives. In 2010, Newburyport became a Commonwealth of Massachusetts Green Community after meeting strict criteria, including adopting a strategy to reduce energy consumption by 20%, and becoming eligible for yearly competitive energy efficiency grants for its municipal buildings. The City is also an active member of the Merrimack Valley Planning Commission (MVPC), where it regularly collaborates with MVPC cities and towns on clean energy projects and programs.

Building on these and other clean energy accomplishments, Newburyport stakeholders have proposed a long-term vision to become a zero net energy community by 2050. Newburyport has defined this goal to mean that the City will significantly reduce energy use in the governmental, residential, and commercial building and transportation sectors via energy efficiency and energy conservation measures and additionally provide the balance of energy needs from renewable energy resources. To the extent possible, Newburyport will also generate renewable energy from local projects. Through the Community Energy Strategies Program (CESP), Newburyport developed this long-term vision Clean Energy Roadmap, and has pledged to create a five-year action plan to support its implementation.

In addition to clean energy initiatives and thanks to the efforts of the Newburyport Energy Advisory Committee and residents, and through a grant with National Grid, Newburyport was able to reduce carbon emissions by 340 metric tons during a yearlong energy efficiency program, which represented an estimated savings of $88,000 for residents. Newburyport residents learned about energy efficiency and were connected to specialized loan programs, rebates, and incentives for weatherization and efficient heating and hot water systems through the Mass Save Program. The City completed more than 422 home energy assessments in that one year and looks to continue that trend.

Section B: Waste

While great progress has been made in decreasing Newburyport's solid waste through single stream curbside recycling, solid waste management is a drain on the City's budget, resources and environment. The City spends $1.1 million annually on solid waste and recycling services. Just over one half of the cost is for curbside collection of trash and recyclables and the rest is spent on disposal.

For more than a decade, the City has been on a waste reduction course (see Figure **ES-1)**:

- Mandatory recycling with enforcement,
- A three, 35-gallon barrel trash limit,
- Fees on bulky items,
- Automated single stream recycling collection,
- A comprehensive electronics recycling program,
- A zero waste pilot program, where we learned that organics constitute the largest weight in a typically week's residential trash, which led to
- An organics collection pilot program.

Based on Newburyport's organics pilot program, an organics diversion program (backyard or curbside or ideally, combination) could divert as much as 50-80% of a household's waste, by weight (after recycling). An additional incentive to explore residential organics diversion is the possibility that it could become mandatory through state action as an extension of the current commercial organics ban. The pilot aims to discover and mitigate roadblocks and challenges of a potential citywide rollout if it looks financially viable. If the city wanted to reduce waste even further a waste reduction program (known as Pay As You Throw (PAYT) or Save Money and Reduce Trash) could be instituted. Decreasing waste also will decrease air emissions as noted below in *Section E: Air Quality*.

Figure ES-1: Timeline of Recycling Initiatives

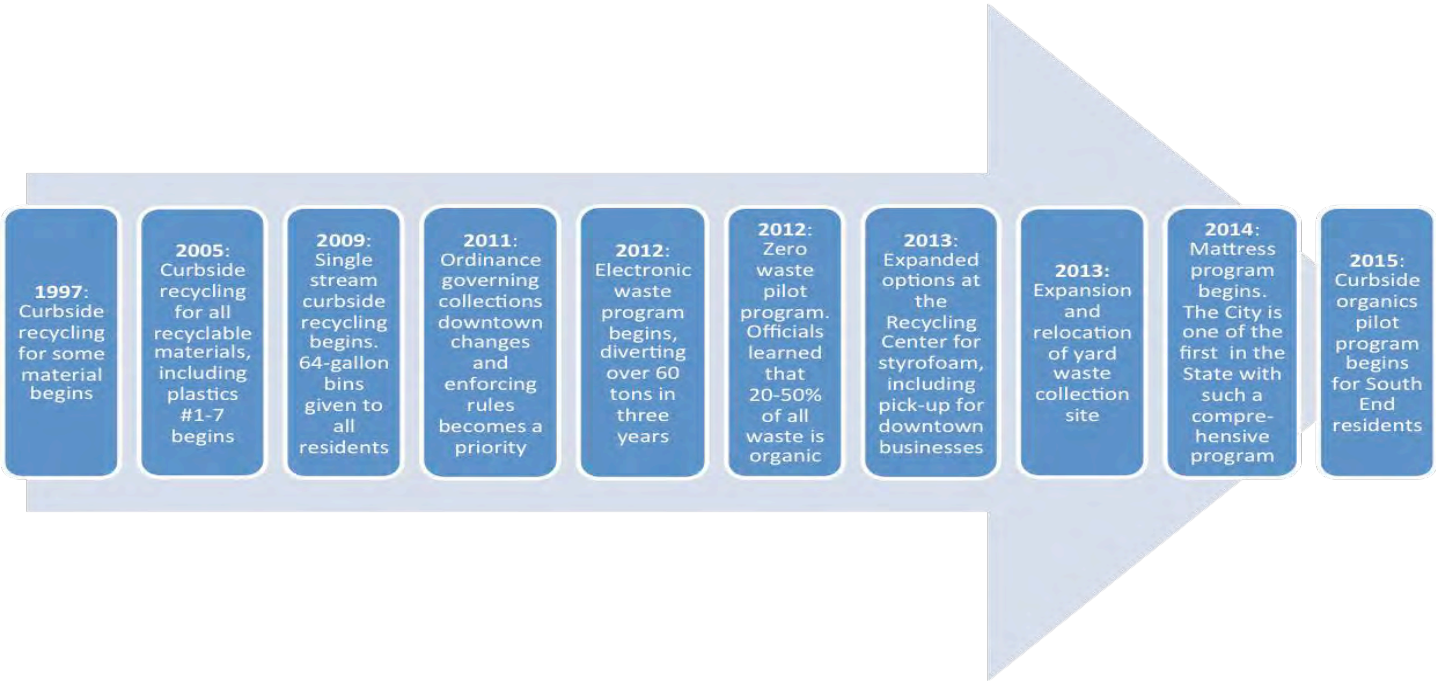


Table ES-1: Newburyport Recycling and Trash Tonnage Figures

Calendar Year	Solid Waste (Tons)	Recycling (Tons) Single-Stream Curbside Pick-up	Recycling (Tons) Drop-off at Recycling Center
2011	5,918	2,914	678
2012	5,106	2,922	633
2013	5,150	2,948	532
2014	5,359	2,695.42	4,423*
2015	5235	2603.78	2939.15

** Increase due to yard waste and electronics recycling increases. Source: Newburyport Office of Recycling, Energy and Sustainability*

Where we rank in Essex County

Below is a snapshot of Merrimack Valley towns and pounds per household that show the differences between towns with and without waste reduction programs.

Table ES-2: Regional Recycling and Trash Tonnage Figures

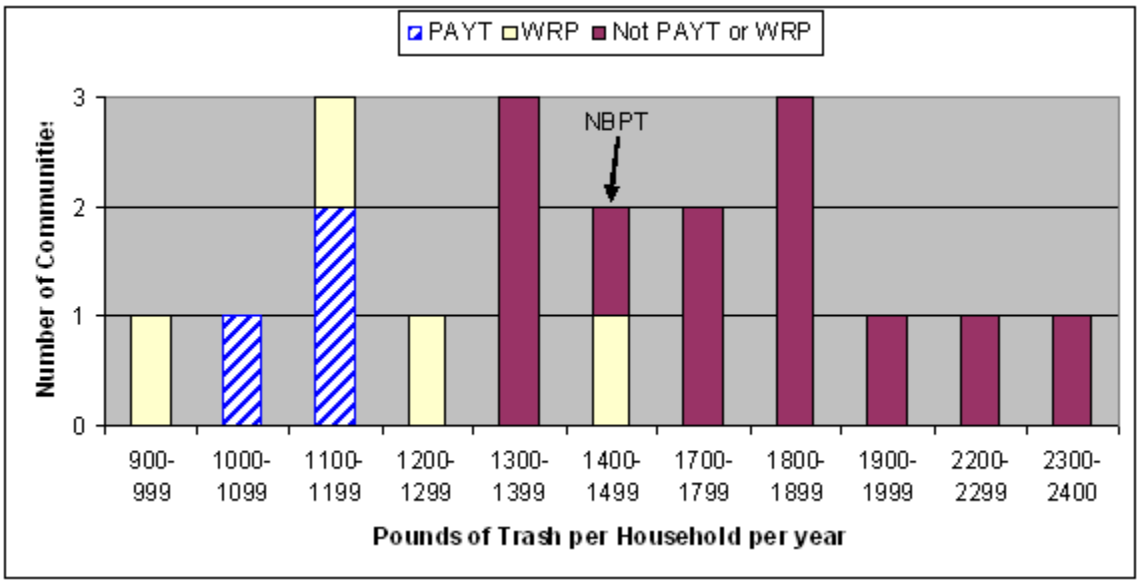
Community	Households (HH) Served	Business Served	Trash Tonnage	Trash lbs/ HH	Paper, Bottles & Cans Tonnage	Recycling lbs/ HH	Food Waste	Recycling Rate	Year	Trash Limit?
Amesbury	5,526	380	4,462	1,615	2,091	754		32%	2015	3 barrel
Boxford	2,916	--	1,703	1,150	1,108	704	--	39%	2015	PAYT
Groveland	2,034	--	2,242	2,204	495	487	--	18%	2014	3 barrel
Haverhill	22,651	300	21,057	1,835	4,465	394	--	17%	2015	3 barrel
Merrimac	1,444	--	622	861	414	573	--	40%	2015	PAYT
Newbury	--	--	1,454	--	423	--	--	23%	2010	PAYT
Newburyport	**7,549**	**387**	**5,235**	**1,387**	**2,604**	**690**	**25**	**33%**	**2015**	**3 barrel**
West Newbury	1,518	12	1,357	1,788	768	1,012	--	36%	2014	2 barrel

PAYT = Pay As You Throw

Source: MassDEP, Northeast Region

Chart ES-1 below illustrates that communities who have instituted a PAYT or waste reduction program have less household trash than those who have not.

Chart ES-1: Pounds of Trash per Household in Neighboring Communities



Source: MassDEP, Northeast Region

Section C: Water

As a coastal city located at the mouth of the Merrimack River, the region's largest river, Newburyport's relationship with water is complex. Proactively protecting and conserving the City's drinking water supplies is the first priority. But the City must also work to ensure that its impact on the Merrimack River, the Great Marsh, and the Atlantic Ocean is at least benign and ideally positive. These bodies of water contribute mightily to the beauty and livability or our City.

Newburyport's drinking water comes from both surface water and groundwater supplies. The surface supplies, which make up 80% of the City's drinking water supply, are the Indian Hill Reservoir in West Newbury, the Upper and Lower Artichoke Reservoirs in both West Newbury and Newburyport, and the Bartlett Spring Pond in Newburyport. Groundwater, which accounts for 20% of the drinking water, is supplied by two gravel-packed wells located along Newburyport's Ferry Road. The watersheds for our sources are primarily a mixture of residential, agricultural, recreational and forestland.

The City adopted a Water Resource Protection District ordinance to protect our public water supplies. Additionally, the City adopted a Stormwater Management ordinance in 2010. The City has also developed a Surface Water Supply Protection Plan to help monitor and preserve the public surface water supply sources. Even with these protections in place, it is important for the City to actively work on this Plan and further integrate sustainability goals into its' planning in order to protect and conserve the City's water quality and supply.

An issue of particular concern for Newburyport is preventing saltwater intrusion of our drinking water supply at the Lower Artichoke Reservoir due to intense rainfall events (for example, the Mother's Day Storm of 2006), storm surge, and sea level rise. The heavy rains from the Mother's Day Storm caused the Merrimack River to rise so high that it almost overtopped the reservoir's dam. Unfortunately, forecasted scenarios show that even a small level of sea level rise may compromise the dam. In addition, surge from a significant hurricane could also cause salt water to inundate the reservoir.

Newburyport's location at the mouth of the Merrimack River provides the community with many recreational and commercial opportunities. It also means that the water that flows along the waterfront and out to the Atlantic is cumulatively impacted by the many towns and cities upriver. Water testing done by volunteers over that past several years shows that contamination levels in the River vary greatly throughout the year. It is important for the City to know the quality of the water and communicate it to residents and visitors on an ongoing basis. The City must also ensure that its own impact on the River is benign, which can be done through educating citizens and City leaders on preventing harmful runoff into the River as well as strengthening the City's water use, wastewater, wetlands protection and storm water policies, regulations and ordinances. By taking these actions, Newburyport will lessen its impact on ocean waters and on the Great Marsh, an area particularly vulnerable to human impact.

Section D: Food Production

An important part of any community's long term sustainability is the security of its food supply. In New England's agricultural past, food supply was local; now, our food comes from across the country and from all over the globe. But these far-flung food supply systems can contribute to environmental degradation, and are subject to disruption from drought and other climate-related stressors. Therefore, it is necessary to "strengthen our local and regional food systems and support and encourage an economically viable, environmentally sound and socially equitable food system throughout the food production, use and disposal cycle."[1]

Food and agriculture is also an important sector of the local and regional economy. Within five miles of Newburyport, there are six Community Supported Agricultural ("CSA") farms, one dairy farm, two Farmers Markets, and seven farm stands. Although local statistics are not readily available, in Essex County alone, according to the Massachusetts Department of Agriculture, there are 522 farms, covering 22,397 acres, with annual sales of over $25 million. Although agriculture declined in the United States from 2002-2012, Massachusetts experienced a 1% growth in number of farms and acres of farmland, as depicted in Table ES-4 below.

There are many food-related businesses in the City, including restaurants and institutions such as the local hospital, the schools and grocery stores that make significant purchasing decisions about food. Using more locally and regionally grown, organic food instead of food shipped over long distances and grown with pesticides and chemical fertilizers will reduce the amount of energy used to transport our food, provide us with healthier, more nutritious food, and help our local and regional economy and environment.

To this end, the City supports efforts of groups like "Nourishing the North Shore" (NNS), a collaborative effort of the Greater Newburyport YWCA, the City of Newburyport Board of Health, and the Newburyport Learning Enrichment Center, to grow more food locally and distribute it more equitably. Specifically, the City supports backyard and community gardens and greenhouses for growing fruit and produce; raising small food animals such as chickens; encouraging local farms and sustainable agriculture; and helping ensure access to locally grown food for all its residents.

[1] STAR Community Index (2010). Retrieved from: www.icleiusa.org/star on September 9, 2015.

Table ES-3: Farming in Massachusetts

Year	Number of Farms	Total Acreage	Average Size of Farms (Acres)	Number of Farmers (Principal Occupation)	Total Sales
2002	5,075	518,570	85	3,283	$384M
2012	7,755	523,517	68	3,878	$492M
Growth from 2002 to 2012	+28%	+1%	-20%	+18%	+28%

Source: MA Department of Agriculture

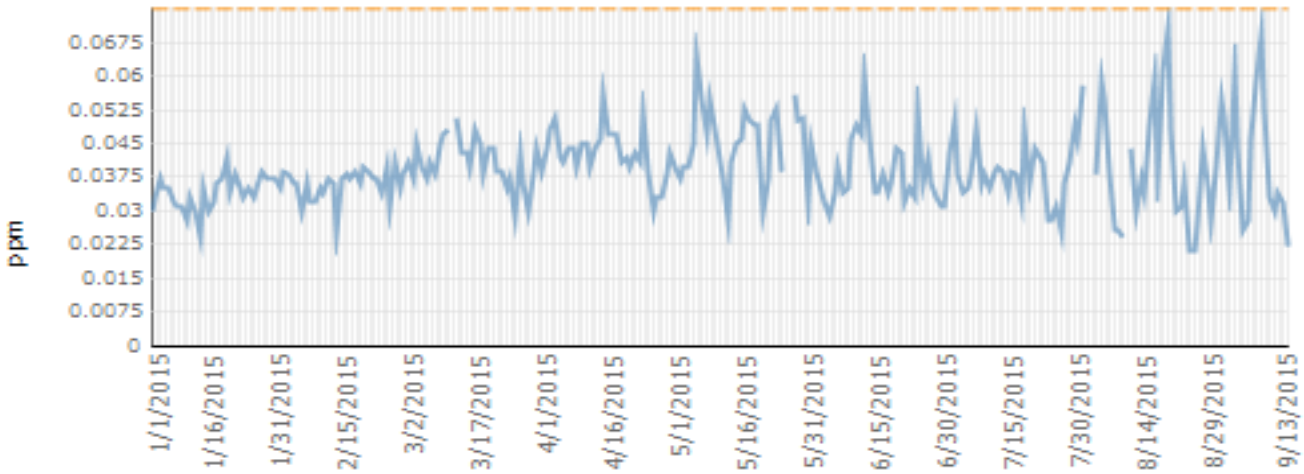
Section E: Air Quality

Newburyport is fortunate in that it does not have significant air quality issues that afflict other, more heavily industrialized communities. Nevertheless, Newburyport is home to industries, primarily located in the Business Park, which are the source of reportable amounts of toxic chemicals that may be released to the air, water or land. The federal Toxics Release Inventory (TRI) tracks the management of over 650 toxic chemicals that pose a threat to human health and the environment. Industries located in Newburyport were the source of on-site releases of 9,044 pounds of toxic chemicals (EPA, 2013 dataset, released March 2015). The City's Department of Health is responsible for tracking these emissions and reporting any emissions of concern to residents.

The solid waste generated in Newburyport is shipped to the North Andover waste combustor, which is across the Merrimack River from another waste combustor in Haverhill. According to the Massachusetts DEP, despite pollution controls and monitoring, municipal waste combustors may still contain levels of pollutants that, when combined with air emissions from other sources, may adversely affect our health and the environment. In addition, the North Andover facility, which burns Newburyport's waste, is 11th among the top 20 largest greenhouse gas (GHG) sources in Massachusetts. Reducing waste will directly contribute to better air quality and fewer climate-disrupting GHGs in our atmosphere.

Newburyport, like much of Eastern Massachusetts, has summer ozone levels that can exceed the health-based standard set by the EPA under the federal Clean Air Act. Ozone and other air pollutants are monitored at the MassDEP air quality monitoring station on the northern tip of Plum Island, at 261 Northern Boulevard. In addition to ozone, the station monitors levels of nitrogen oxides (NOx) and volatile organic compounds (VOCs). NOx and VOCs are ozone precursors and contribute to ozone formation, especially in the hot summer months. These pollutants come primarily from tailpipe emissions from on- and off-road vehicles, including cars, trucks, buses, boats, RVs and construction and lawn equipment.

Chart ES-2: Ozone Levels in Newburyport
Ozone levels recorded at the Newburyport monitoring station in 2015
(Dotted orange line represents exceedance level of 0.075ppm)



Source: Newburyport Monitoring Station

Ozone is a powerful oxidant that can irritate airways and is a serious health problem, affecting primarily children, people with lung disease, older adults, and people who are active outdoors. Ozone is a pollutant that can travel many miles; so emissions produced elsewhere affect air quality here in the City. In that sense, it is a regional problem and the MassDEP, Mass Highway Department and the 13 regional planning commissions continuously update air quality attainment and emissions reduction plans. The City needs to encourage the community to reduce vehicle miles traveled within the City, especially automobile trips under five miles. These shorter trips are significant sources of air pollution because they are made in vehicles that are not operating at peak efficiency and emit significant pollution at start up. For action items aimed at reducing personal vehicle miles and increasing access to transportation options see **Chapter 7: Transportation**.

As the City grows and develops, and adds more people, homes and vehicles, the City can expect to experience decreasing air quality. The land use patterns of future development can greatly help to reduce short automobile trips through encouraging compact development with mixed uses, pedestrian walkways, protection of open space and supporting the use of public transportation and alternative modes of transportation (including hybrid and electric vehicles). If implemented these development techniques will have significant, positive impacts on air quality in the City.

Section F: Habitat Preservation

Newburyport is host to an Audubon Wildlife center, the Parker River National Wildlife Refuge, Maudsley State Park, and a variety of smaller parks and open space. This unique complex of natural systems adds ecological, economic, recreational, and cultural value to residents' daily lives both on the coast and inland where land is connected by networks of rivers and streams. Degradation of the local habitat will simultaneously degrade all of these economic, recreational, and quality of life issues for residents throughout the region.

Newburyport is centered in a critical environmental region at the corner of the Atlantic Ocean and the Merrimac River. The natural features of this area drive the local economy and quality of life, from sitting on the beach, boating, birding, water sports and sport fishing, to tourism, commercial fishing, marinas and ecotourism. The habitat includes the Great Marsh, which is the largest continuous stretch of salt marsh in New

England, extending from Cape Ann to New Hampshire. The Great Marsh includes over 20,000 acres of marsh, barrier beach, tidal river, estuary, mudflat and upland islands. Massachusetts designated a portion of this area in 1979 as the Parker River/Essex Bay Area of Critical Environmental Concern. The Great Marsh is an internationally recognized Important Bird Area (IBA) as it contributes to the preservation of many breeding and migratory birds.

Newburyport manages three reservoirs and two wells. These provide drinking water not only for Newburyport but also for Plum Island, the Old Town portion of Newbury and the Town of West Newbury. Preserving the local habitat is important to maintaining the quality of these water supplies, which are largely surface waters that come from land runoff.

Section G: Climate Resilience

A Public Health Issue

Climate change and its associated impacts is an environmental issue, but it is also a public health issue:

- Impacts from Heat Waves – heart attacks, heat stroke and exhaustion
- Impacts from Reduced Air Quality – Asthma and respiratory diseases
- Food and Water-Borne Diseases – Cross contamination of septic and public water supplies due to heavy run-off and flooding
- Animal-borne Diseases – Tick borne illnesses, mosquito-transmitted diseases
- Drought – Agricultural impacts, water supplies, wildfires[2]

Resiliency Planning

The complexity of climate change necessitates a two-pronged approach – first, reduce greenhouse gas emissions and second, prepare for the inevitable impacts of climate change that have already been set in motion.

The City of Newburyport is a leader in taking steps to reduce greenhouse gasses. As stated above, the City supported the U.S. Mayors Climate Protection Agreement in 2005, established an Energy Advisory Committee in 2006, became a Massachusetts's "Green Community" in 2010, and adopted a *Clean Energy Roadmap* in early 2015. These efforts have led to reducing municipal energy consumption by almost 20% and increasing municipal solar energy production to over five megawatts to date. And, as previously stated, more can be done.

The second part of preparing for climate change is preparing for its impacts. Due to the scale and complexity of climate change, forecasting exact impacts is impossible. However, we do know that this region is expected to experience more intense rainfall events and storms as well as sea-level rise. Storm surges will increase flooding and erosion. Less snowfall may increase summer drought. Although the degree of these impacts cannot be determined precisely, Newburyport has concluded that the risk of not preparing for them is too high. Fortunately, the Federal Hurricane Sandy Coastal Resiliency Competitive Grant Program and the Massachusetts Office of Coastal Zone Management Community Resilience Grant Program have provided funding to help our City prepare. These grants are administered by the National Wildlife Federation and its' focus is on Newburyport and its five neighboring communities along the North Shore to develop a detailed Climate Change Vulnerability Assessment and Adaptation Plan. The City began participating in this grant-funded project in early 2015 and it is expected to be complete by the end of 2016.

[2] Mike Morris, Storm Surge

Also in 2015, the City was awarded a grant from the EPA Building Blocks for Sustainable Communities program to participate in a two-day workshop on "Flood Resilience for Riverine and Coastal Communities" (workshop was held in September 2015, report dated January 29, 2016). Additionally, the Mayor's office created an ad hoc Community Resilience Committee to assist in development and implementation of the City's first Resiliency Plan.

To date, the work of these groups has helped identify the Climate Change vulnerabilities listed in **Table ES-4** below as identified by the Newburyport Screening Level Climate Vulnerability Assessment. **Table ES-5** lists the City's critical infrastructure located in flood hazard areas and areas deemed at high risk from future storm damage and sea level rise.

Table ES-4: Special Flooding Problems/High Hazard Concerns

High Hazard Concerns	Type of Hazard/Reason for Hazard Occurring
Plum Island & Beach	Erosion and overtopping
Plum Island Turnpike	Road flooding, ice cakes
Plum Island Center	Overtopping, flooding
Newburyport Turnpike north of Newbury Golf Course	Flooding from astronomical high-tides and storm surge, critical access point
Cashman Park	Tidal and riverine flooding
Hale Street	Flooding/inadequate infrastructure
Fox Run Road	Flooding/inadequate infrastructure
Henry Graf Road	Flooding
Business Park at Malcolm Hoyt Road	Flooding
Merrimack Street	Flooding
Ocean Avenue/Water Street	Flooding/ tidal capacity
Parker Street at Scotland Road	Flooding/inadequate capacity
Quail Run Hollow	Flooding/road maintenance
Downtown State Street/Market Square	Flooding/disconnect from sanitary sewer

Summary of Special Flooding Problems/High Hazard Concerns listed in Newburyport's FEMA Hazard Mitigation Plan prepared by MVPC. Order of list does not indicate priority or level of concern.

Table ES-5: Critical Infrastructure at Risk for Future Storm Damage and Flooding

Asset Name	Location	Hazard
Plum Island Turnpike	63 Joppa Flats Nature Center East to Sunset Dr.	Tidal and storm flooding
Waste Water Treatment Facility	157 Water Street Newburyport, MA 01950	Flooding from storm surge and SLR
Lower Artichoke Reservoir	Coordinates: 42.809102, 70.930310	Salt-water intrusion
Bartlett Spring Pond	742 Spring Ln Newburyport, MA 01950	Salt-water intrusion
Merrimack River Jetty System	Mouth of the Merrimack River	Deteriorates over time; potentially increases erosion

High-priority vulnerable assets identified by the Newburyport Resiliency Task Force

Section H: Newburyport's Energy & Sustainability Goals

Goal ES-1: Be a net zero energy community by 2050.

A net zero energy community is a community that has zero net energy consumption, meaning that the total amount of energy used on an annual basis is roughly equal to the amount of renewable energy created by the community. The objectives and actions listed to accomplish this goal represent a broad approach from exploring a community-wide electricity aggregation and clean energy purchase program to producing energy from renewable sources to launching an education campaign for residential and commercial property owners on ways to increase energy efficiency.

Goal ES-2: Work toward net zero waste by reducing solid waste, hazardous waste and toxic substances, increasing recycling and organic waste diversion.

The City has made great strides in increasing opportunities for both residents and businesses to reduce the amount of waste collected by the City's contractor. The objectives and actions supporting this goal continue to build upon this momentum through the expanding the City's recycling program, incentivizing the reduction of household waste production, educating the public on local regulations targeting illegal dumping and also reducing the use of pesticides, herbicides and toxic chemicals.

Goal ES-3: Protect and conserve the City's water quality and supply. Integrate sustainability goals in water and sewer department planning.

Water is essential to human life and the health of the environment; its quality and quantity are closely linked and the health of one is often an indicator of the health of the other. Water quality is commonly defined by its physical, chemical, biological and aesthetic characteristics. A healthy environment is one in which the water quality supports a rich and varied community of organisms and protects public health. Many of the actions associated with this goal focus on regulatory measures to ensure proper protection of all water resources in the City: groundwater, surface water, resources used for public consumption and those used for wildlife and plant habitat. In addition to adjusting or creating regulatory measures for water protection, there is also a focus on reducing water use through potential tiered water pricing structures and educational campaigns for both residents and business owners and increasing opportunities for reuse through gray water recycling.

Goal ES-4: Increase and support local food production to begin to meet needs of residents.

There are many reasons why increasing and supporting local food production is important. Eating locally-produced food can be beneficial to both the environment and to public health; the local economy will also benefit as the community directly supports its farmers. The main objectives for this goal is to encourage local food production through turning currently-vacant land, backyards, rooftops and schools into places to grow food. The actions to support this objective focus on examining local regulations that may prohibit local farming and adjusting them to create more opportunities to incorporate local food production (for both commercial and personal consumption) in the form of both agricultural land preservation and urban gardens.

Goal ES-5: Achieve and maintain good air quality for public health.

The quality of the air you breathe each day affects your health. Energy used to power homes, fuel vehicles and operate nearly every facet our daily lives is most often created from the burning of fossil fuels. This

process releases pollutants into the air, that when ingested may cause heart, lung and other health problems. The objective to support this goal focuses on continually exceeding the minimum Federal and state standards for air quality. Actions for this objective include researching policies to determine the most effective way to ensure good air quality, communicating information regarding air quality directly to the community and increasing non-vehicular travel opportunities through establishing auto-free zones and supporting an expanded infrastructure of bike and pedestrian paths.

Goal ES-6: Minimize habitat destruction and maximize habitat value to preserve biological diversity, sequester carbon, protect natural systems and enhance quality of life.

Preserving and maximizing habitat areas in Newburyport is important for several reasons: preserving biological diversity, sequestering carbon (capturing and holding carbon dioxide to defer global warming and climate change), and protecting natural systems. The objectives and actions for this goal focus on studying the City's current habitat areas, developing inventories and implementing the appropriate steps from the Open Space and Recreation Plan and from the Natural Resources, Open Space and Recreation chapter of the Master Plan to ensure that development pressures are not causing habitat destruction.

Goal ES-7: Plan for environmental resilience in the face of climate change through implementation of the Newburyport Coastal Adaptation Plan.

Newburyport has realized that the risk of not preparing for climate change associated impacts is high. Utilizing grant funding, the City is in the process of creating the Newburyport Coastal Adaptation Plan, which when implemented, will guide the municipality in ways to adequately prepare and protect its infrastructure as well as private properties that are most at risk of storm surge-related dangers.

Chapter 12

Community Engagement

Section A: Existing Conditions

Government Leadership

Newburyport adopted its current City Charter in 2011 which took effect in 2013. Under this charter, the City has an elected Mayor, with a four-year term, and an eleven-member City Council. Prior to the adoption of the current charter, the mayoral term was two years. The School Committee has six members elected to four-year terms, which is chaired by the Mayor.

In addition to elected officials, there are over 30 boards and committees that are appointed to oversee policies and decisions regarding various responsibilities and assets within the City's jurisdiction. Most committee members are volunteers, although some receive a small stipend for their service. City officials occasionally form sub- or ad hoc committees in order to foster discussion between officials and stakeholders around specific issues. In some cases representatives of constituent groups such as the Chamber of Commerce or the Newburyport Arts Association participate in committees in order to provide stakeholder input and to facilitate coordination, and in all cases committee membership is open to all members of the Newburyport public.

All meetings of elected officials and appointed committees are open to the public under state public meeting law, M.G.L., 30 A with meeting notices posted at least 48 hours in advance of public meetings. Meetings are generally posted on the City's website, and often on a bulletin board in City Hall, as well. Public Hearings, where required by state law, are advertised in the legal notices of local newspapers. The City Clerk is responsible for posting meetings for most departments, boards, and commissions, though individual departments also post meetings for the respective boards they staff.

City Officials periodically hold or attend meetings with residents to discuss specific issues or neighborhood concerns, or to share general information and questions. The Police Department, for example, holds periodic educational talks or attends neighborhood meetings. The Police Department also recently instituted a Ward Liaison program where a Police Sergeant is assigned to each section of the City, working closely with the Ward Councilor for that area to address issues.

City Communication

The City government employs a number of tools and technologies to communicate with the public. Following is a description of some of the ways in which the City government shares or collects information.

Direct Contact

Several Departments interact directly with the Public in City Hall. For example the Building Department issues building permits, and the City Clerk issues certificates for vital records, various permits and licenses for activities such as parking and dogs, and manages elections and passport applications. During businesses hours, a greeter is often present to help direct people who enter City Hall to the find the offices or services they are looking for. Greeters are volunteers through the City's senior tax work-off program.

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The City provides an increasing array of permit applications, registrations, payments, and other services online. User-friendly phone systems and online services enhance staff efficiency and assist in providing a more user-friendly experience for residents and businesses.

City Website

The City maintains an official website that contains information about City government, including elected officials, departments, services, news and announcements, and a public meeting calendar. Links to various regulations, policies, fee schedules, forms, and other public information are provided on the pages of relevant departments, as well as through portals for residents and businesses. The City's web page also provides a portal for visitors with links to cultural, open space, and transportation resources.

On the Mayor's Office page of the City website, there are blog posts with updates approximately once per month with news and comment about current issues. The City Council page provides live stream videos and minutes from past meetings, as well as agendas for upcoming meetings.

Several City departments and commissions maintain their own official websites:

- The School Department website provides a range of information about the school district and individual schools, staff, School Committee, policies and curriculum, and calendar of events. The School Department website also has "Let's Talk", a communication channel to facilitate ongoing dialog. This tool invites community members to submit questions and comments via forms that are then forwarded to appropriate officials and staff to respond to directly.
- The City's main website provides a link to a website for the Office of Emergency Management, however, the website is not currently functional.
- The Police Department website offers descriptions of all of the Police Department units, as well as contact information, links, and a news blog. The Police Department also facilitates communication via social media pages and an alert service through Code Red.
- The website of the Newburyport Housing Authority provides information about Housing Authority properties, various state and federal housing programs administered by the Housing Authority, instructions and forms for people interested in applying for affordable housing, and information for current tenants.
- The Newburyport Public Library website offers online access to a range of library resources and online research tools, in addition to schedules, events, and services for various types of library users. The website also provides information on library policies, contact information, volunteer opportunities, and fundraising efforts.
- The Emma L. Andrews Library & Community Center website provides information about programs and events that take place at the library, as well as news, leadership, and contact information
- The Parks Department website provides information about facilities, current projects, policies, adult recreation programs, and some community events. Forms are available for permits, program registrations, and volunteer sign-ups.

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- Moseley Woods Park has a website with information for park visitors, a schedule of events, and fundraising support.
- Newburyport's Veterans Services are provided through a regional district which provides its own website.
- The Newburyport Waterfront Trust has a web page which describes the park under management of the Newburyport Waterfront Trust, as well as a calendar of events, meeting minutes of the Trust, park use application, photo gallery, and other information.
- The Youth Services website is currently under construction, but provides links to a current seasonal listing of programs and events and a registration portal.

Social Media

The City of Newburyport does not have an official Facebook page, however a few City departments and services use social media to share information. The Police Department has its own Twitter page with nearly 4,000 followers and a Facebook page with a following of nearly 5,000. The Police Department has also established links through the Nextdoor neighborhood social network, which is used by the Ward Liaison program that connects Police Sergeants and Ward Councilors with residents. Other City Departments with social media presence include the Newburyport Public Library, Emma Andrews Library, and Office of Culture and Tourism, which maintain Facebook pages providing news and announcements.

There are numerous unofficial social media pages dedicated to Newburyport, providing forums for sharing information among community members, advertising businesses, and discussing issues. The Chamber of Commerce is particularly active in using social media to share information about community events, as are the Daily News and PortMedia. There are also widely followed independent social media pages and groups dedicated to discussion about Newburyport, such as Newburyport Commons with over 3,000 members on Facebook, and Newburyport Forward, which has 1,600 followers.[1]

Alerts and Reporting Services

The City uses Reverse 911, which makes phone calls to all landlines in the city to inform residents and businesses of emergencies or important City announcements. In addition, Newburyport's Emergency Communication Network, Code Red, alerts residents of critical situations such as local AMBER alerts, boil water notices or shelter in place events, etc. Alerts can be sent to phones or mobile devices by text or TTY.

The City also invites residents to subscribe to e-alerts to keep them informed of events and meetings that are occurring in the City. Whenever new events or documents are posted to the City website, copies of the posting are automatically emailed to subscribers. Residents have the option to select the frequency and which types of announcements, meetings, minutes, or alerts they would like to receive.

[1] Facebook "groups" may be public (available for anyone to view) or private (available only by invitation), and allow any member to post and interact. Facebook "pages" by contrast, are intended for organizations and businesses to be able to provide updates to the public; pages are visible to everyone on Facebook by default, but only the page administrator can initiate posts.

The Police Department uses MyPD, a smartphone app which enables residents to communicate with the Police Department, as well as to receive news and alerts from the Police Department. MyPD is not intended for emergencies, but allows users to submit questions, tips, or concerns to the Police Department.

Non-City Communication

Through other media including television, radio, and newspapers, Newburyport residents can be informed about the City government and community affairs. Local media also facilitates public discussion and awareness about local issues.

Newburyport Cable Media

PortMedia is a nonprofit Public Education and Government (PEG) local cable television access center serving Newburyport. PortMedia "cablecasts" local, regional, and national programming on Newburyport's cable Channel 8 (public programming) and Channel 9 (government and education programming). Channels 8 & 9 reach almost 7,000 households, as well as nursing homes, schools, Anna Jaques Hospital, and businesses in Newburyport.[2] PortMedia provides live broadcasts of City Council, School Committee, and other government meetings, live high school sports, public affairs programs, etc. Videos of government meetings and other local events may also be viewed on the station's YouTube site. PortMedia posts public service announcements via "bulletin boards" on its cable channels.

PortMedia's mission extends beyond cable television to facilitate public discourse and meaningful engagement through a variety of media. The organization has recently established a low power FM Radio station, WJOP, which has a range of 3-10 miles. PortMedia's cable and radio broadcasts are also streaming online via the station's YouTube channel and internet radio, and the station uses social media (Facebook and Twitter) to share new content and news and announcements.

Membership to PortMedia is available to anyone who lives, works, or attends school in Newburyport. Members may take free training classes and workshops to learn how to use the station's equipment and software, borrow equipment to develop and produce programs to air on PortMedia's channels, and/or join crews to help produce live programs. The station collaborates with local public and private schools and organizations to offer training and create and distribute content. PortMedia provides summer and after-school programs, and engages high school student interns and volunteers from the community.

PortMedia currently receives the majority of its funding through cable fees, supplemented by community member fees and sponsorships. As cable television increasingly competes with other forms of media and PortMedia expands the diversity of its media offerings, the reliance on funding from cable may not continue to be sustainable in the future. The station is undertaking upgrades to its website and video streaming services. The station is also exploring options for relocating to a City building, with hopes that the move will help to reduce cost, enhance volunteer participation, and facilitate coordination with the City.

[2] http://portmedia.org/about/

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Newspapers

There are two newspapers based in Newburyport.

- *Newburyport News*, a publication of North of Boston Media Group, provides the Daily News of Newburyport, a 6-day-per week daily newspaper that covers Newburyport and its surrounding communities of Amesbury, Salisbury, Newbury, West Newbury, Rowley, Georgetown, Groveland, Merrimac, and, in New Hampshire, Seabrook and South Hampton. Individual articles, classified listings, and other features can be accessed online on a limited basis, while subscribers receive full access to articles via e-edition or print with home delivery. Public notices are made available without subscription through mypublicnotices.com.
- *The Newburyport Current* newspaper is a weekly publication owned by New Media Investment Group. Articles are provided online through WickedLocal.com.

Radio

Two local radio stations broadcast from Newburyport:

- WNBP broadcasts on AM 1450 and FM 106.1. The format features oldies music, along with local news and commentary. Scheduled programs throughout the week provide informational discussion about a variety of topics, while City departments such as the Council on Aging, Parks Department, and the Office of Culture and Tourism provide occasional guest interviews and updates.
- WJOP broadcasts on 96.3 FM. Known as Joppa Radio, WJOP is licensed to the Newburyport Community Media Center, with studios located at PortMedia, and an antenna on top of Newburyport High School. Still in a fledgling stage (on air since April, 2016), the station aims to broadcast music and podcasts, as well as providing the City with an emergency broadcast system through which City officials can provide information to the public in case of power outage.

Civic Life

Newburyport offers a wide array of activities, events, and resident services that build a sense of community and contribute to the quality of life. In many instances the City coordinates extensively with volunteers and non-profit organizations that support these services and activities. Following is a description of some of the major programs through which the City fosters participation in community life.

Newburyport Public Library

Newburyport's Public Library envisions itself as "the centerpiece of our community, welcoming and empowering all in the pursuit of knowledge, culture and social connections." In addition to circulating books, newspapers, magazines, reference material, and other media that may be borrowed or used within the building, the Library offers access to electronic media including public computers, wireless internet, and a growing collection of e-books, music, and other online resources, as well as extensive historic archives. The Library also provides a variety of social and educational programming for children, teens, and adults, and its meeting rooms are widely used by local organizations, community groups, and boards and commissions.

The Library is in the process of preparing a four-year strategic plan. In its analysis, they have observed a change in the way the public uses the Library over recent years. While the book circulations have declined, the

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number of people entering the Library remains much the same, as more people are coming to the Library to use computers, archives, study rooms, and meeting spaces.[3] The Library has three meeting spaces including a program room with 80 person capacity, the children's room which accommodates 20+ persons, a smaller conference room, and it also allows limited use of an additional board room. Attendance at some events has outgrown the capacity of Library meeting spaces. (The new Senior Center has a larger capacity meeting room which may accommodate larger events.)

The Library publicizes events and programs through paper calendars, a weekly handout, and a children's programming handout. They also publicize using local newspapers, a Facebook page, an Instagram account for the Children's Department, a message board located in the library, and a weekly email announcement to people who have requested it. In their strategic plan, the Library has identified the need for further improvement in communication as many residents continue to be unaware of programs and services that would be of value to them. Coordination of calendars and publicity among the Library and other cultural and community groups in Newburyport would also be beneficial.

The Emma Andrews Library and Community Center is a small independent library located in the South End neighborhood, which offers a similar range of programming to the Newburyport Public Library for children, teens, and adults, as well as book lending and community activities. The site was formerly a branch of the Newburyport Public Library, but was closed and reopened in 2010 under an independent association which has raised funds for improvement of the facilities and to support the library as a multi-purpose building.

Council on Aging

Newburyport's Council on Aging (COA) serves as a center for civic and community life for senior residents, as well as connecting elders with the range of services and resources that exist in the community to support them. A new Senior Center building opened within the past year and centralized a number of services that were previously scattered in various places throughout the City, including veterans services, housing, nutrition, legal, and tax assistance, advocacy, telephone outreach, health and wellness programs, a daily lunch program, volunteer coordination, transportation, and a variety of arts, education, and social activities. There has been a substantial uptick in participation in COA programs since the new Senior Center opened.

The COA informs the community of its programs and offerings through a monthly newsletter which is sent out to 1,000 households in paper form and 700 addresses by email, as well as extra copies which are available to be picked up in the Senior Center, City Hall, and other prominent locations around the community. The Council often utilizes media such as the newspapers, cable TV, and radio to announce upcoming events or to alert seniors about the programs available.

The Senior Center designed its programming and services through research and input from the Board of Trustees and they will offer or adjust services and programming in response to requests from the community. The COA coordinates with senior services in neighboring communities to provide complementary scheduling and to share programming ideas and opportunities. Two opportunities for improvement in services currently might include staffing to keep the Senior Center facility open seven days a week, and coordination with Emergency Services to be connected with seniors who require emergency assistance (in order to be able follow up with elder services they may need).

[3] Phone interview with Cynthia Dadd, Newburyport Public Library, 5/27/16.

Youth and Community Education

Newburyport Youth Services provides programming and events for the city's youth. The department also acts as an advocate for the youth, so that their ideas, concerns and needs are heard and addressed by the community. Youth Services also coordinates volunteers to provide tutoring and enrichment programs.

Newburyport Adult & Community Education (NACE) provides continuing education classes and workshops on a variety of topics such as culture, fitness, workforce skills training, and navigating life issues to adults (with some programs available to teens over age 15). NACE is an independent self-supporting program under the auspices of the Newburyport Public Schools. In addition to its course offerings, NACE also sponsors writing contests and other special events in conjunction with the Newburyport Public Library, the Greater Newburyport Chamber of Commerce, and the School Department. NACE recruits community members to teach courses, as well as to volunteer in other education programs in the community.

The School Department provides core services for the City's children, and coordinates with Youth Services, NACE, and other cultural and educational organizations in the community to offer programming. The School Department is a critical point of contact between the City and families with children. Effective communication is essential to supporting the educational mission of the School Department, including communication within the school community, to parents and families, and to the community at large. The School Department recently launched an online communication channel through its website, "Let's Talk", which enables community members to submit comments and questions about a wide range of topics which will be routed to the appropriate persons within the Department or the School Committee for direct response. The School Department also utilizes emails, print newsletters, and various media to share information.

The School Department provides opportunities for community involvement in decision-making through engagement with the elected School Committee (who's meetings are televised), and through School Councils, which under state law are established for each of the schools within the system. School Council membership consists of parents, students attending the school, teachers, and other members of the community who may be connected with municipal government, business, higher education, human services, child care, or other interested groups. They are tasked with identifying educational needs of students attending the schools, adopting educational goals, formulating a school improvement plan, and reviewing the annual school building budget. Finally, Newburyport School Department is in the process of preparing a five-year strategic plan, and has similarly engaged a range of community-members both within the school and beyond in their planning process.

Community Events

Newburyport is host to many community, cultural, and tourism-related events throughout the year. Taking place all over the city, venues include Downtown, various parks, museums, the Waterfront, Plum Island Point, City Hall, the High School, Senior Center, churches, arts centers, etc. Some draw visitors from the region and beyond, while others are focused in specific neighborhoods or the Newburyport community.

The City of Newburyport's website lists 22 annual events occurring in every month throughout the year. This list is not a comprehensive inventory of all the events that take place, and does not include occasional or one-time events, of which there are many. The majority of events in the City are organized by various private organizations and stakeholder groups representing a broad range of community interests, such as history, art,

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films, music, classic cars, and seasonal shopping. The City's Office of Arts, Tourism and Cultural Affairs is the liaison for coordination with the City.

Participation, publicity, and other communication around events is primarily carried out by the organizing entity, although the Chamber of Commerce maintains a calendar with a fairly extensive listing of things going on in the City that would be of interest to visitors, businesses, arts patrons, and shoppers. The City's Office of Arts, Tourism, and Cultural Affairs maintains a Facebook page dedicated to Newburyport's Cultural District, and is in discussion about developing a central arts calendar. News about events is also shared on WNBP, the local AM radio station, PortMedia, newspapers, and by word of mouth.

A portion of downtown Newburyport was designated a Cultural District by the Massachusetts Cultural Council in 2013, which provides resources for communities with a walkable concentration of cultural facilities, activities, and assets. The City works with state and regional agencies such as the Massachusetts Cultural Council, the Massachusetts Film Bureau, and the North Shore Convention & Visitors Bureau, to promote visibility of Newburyport's tourism assets outside of the City. At the same time, the arts community depends on local engagement and resident participation.

Accessibility

For people with disabilities, access to civic engagement can be challenging, as architectural, communication, programmatic, and policy barriers can prevent people from being able to fully participate in community life. These barriers can prevent people with disabilities from use of common public places, such as restaurants, stores, banks, offices, or cultural venues, or attending community events. Newburyport's Commission on Disabilities is a volunteer commission that advocates for the inclusion, integration, and participation of people with disabilities in community activities and services.

As shown in **Table CE-1**, Newburyport has approximately 1,500 residents with some form of disability comprising roughly nine percent of the City's population according to latest ACS estimates. Types of disabilities reported include hearing and visual difficulties, ambulatory difficulties, cognitive difficulty, and self-care or independent living difficulties. In addition, many people may have such difficulties temporarily or permanently who do not identify as having disabilities.

Seniors experience disabilities at a significantly higher rate than the population under age 65. As seniors comprise an increasing share of the city's population, it becomes increasingly important to incorporate principles of universal access and to reduce barriers for people with difficulty seeing, hearing, or moving about in the public realm. Moreover, many people without disabilities may benefit from improvements to ease, comfort and safety.

Table CE-1: Population with Disabilities

	Total	%	65 and Older	Under age 65
Total Population	17,386		2,859	13,529
With a Disability	**1,512**	**8.7%**	**28.5%**	**5.1%**
Hearing Difficulty	490	2.8%	11.1%	1.3%
Vision Difficulty	238	1.4%	3.8%	0.9%
Ambulatory Difficulty	550	3.4%	13.6%	1.5%
Cognitive Difficulty	593	3.2%	7.5%	2.5%
Independent living difficulty	742	4.3%	16.5%	2.0%

Note: Some residents have more than one disability and are therefore counted more than once in individual disability categories.

Source: 2009-2014 ACS

While it may be particularly challenging to retrofit a historic downtown such as Newburyport to eliminate mobility barriers from public and commercial spaces, there are many ways in which people with disabilities can be included and supported in public life, and many barriers that can be addressed or avoided without significant cost.

Newburyport's historic architecture is essential to the community character and the unique appeal of its downtown cultural district; however it presents significant challenges for people with mobility impairment navigating the streets and sidewalks, as well as shops, restaurants, and cultural venues. Incremental improvements through the installation of curb cuts, ramps, and accessible pedestrian signals can help to enable more of Newburyport's residents to enjoy the downtown. Educational efforts can help to raise community awareness of business and communication practices to better include people with differing abilities, while an accessibility guide could help residents with disabilities to know what to expect when patronizing businesses and venues in the City.

Most of Newburyport's public buildings, offices, meeting spaces, parks, and other public facilities meet the requirements of Federal law, which ensure equal access for people with disabilities. Communication is typically available in a variety of formats that are compatible with various types of adaptive tools and technologies for people with visual or hearing impairments. Continual coordination, training, and examination of policies and practices can help to ensure that the City remains up to date and compliant with best practices and new guidelines from the State and Federal governments.

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Section B: Formative Issues

Facilitating Participation

Factors such as physical barriers, competing demands for time, and lack of information about local government and community affairs, inhibit participation in civic activities. Addressing barriers and offering a wider range of opportunities to engage through a variety of locations, times, technologies, and formats, can help to build stronger connection to civic life.

Facilitating Communication

Information technology and preferences are rapidly changing so that traditional methods of communication reach only a limited segment of the population. Communication media must be flexible and current, so that members of the community continue to have access to information and opportunities for discussion and coordination.

Section C: Newburyport's Community Engagement Goals

Newburyport sustains a strong sense of community, cooperation, and trust, through engaging community members in civic life and decision-making, seeking representation and participation of residents from all neighborhoods and walks of life.

Goal 1: Effectively disseminate City information

Ensure that City information is shared in a format that is easy to access and provides a convenient feedback process with information available on-line and through more traditional means.

Goal 2: Increase public participation in civic activities.

Provide diverse opportunities for the public to engage with the City in decision-making and community service.

Goal 3: Reduce barriers to participation.

Ensure that people are not excluded from interacting with the City or participating in civic life due to physical impairments.

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CHAPTER 13
Education

Newburyport has a long history of striving to provide excellence in education. A strong public education system is essential to the individual and collective well-being of our country, our state, and our community. This commitment to education ensures that each child, in each of our schools, is healthy, safe, engaged, supported, and challenged. This is reflected in the recently revised Mission Statement:

> *The mission of the Newburyport Public Schools, the port where tradition and innovation converge, is to ensure each student achieves intellectual and personal excellence and is equipped for life experiences through a system distinguished by students, staff, and community who: - practice kindness and perseverance - celebrate each unique individual - value creativity; experiential; rigorous education opportunities; scholarly pursuits; and life-long learning - provide the nurturing environments for emotional, social, and physical growth - understand and embrace their role as global citizens.*

The Newburyport Public Schools system is part of a collaborative, interdependent community that includes students, teachers, administrators, parents, citizens of the City, community organizations, and businesses. The public schools are the focal point for education in the community with a primary focus on educating the community's children. The Newburyport community is guided by leaders who have a shared vision and shared values about the significance of education to the overall community. Stakeholders within the community work collaboratively to advocate for and seek out the resources to provide staffing, training, facilities, materials, and equipment that support excellence in instruction and enable students to achieve high standards and expectations.

Newburyport's well- qualified and highly effective teaching force provides instructional experiences that are personalized and challenging for students. While the schools are governed by the School Committee working collaboratively with the superintendent; inquiring and reflective teachers share in the leadership of the schools and together regularly asses, question and change the schools' programs and functions to ensure that desirable student learning outcomes are achieved.

Section A: Management, Enrollment, and Finance

Oversight, Management, and Faculty

School Committee

Comprised of the Mayor, who is the Chair, and six members elected at-large for terms of four years, the role of the Committee, as defined by law, is to hire and evaluate the Superintendent of Schools, and ensure a budget adequate to meet the needs of the schools is developed and approved, and the school district has policies that ensure the schools meet the needs of the students as required by law. The purpose of the Committee, on behalf of the students, staff, parents and taxpayers of Newburyport, is to ensure that all students receive the best possible education that prepares them to be productive and responsible members of society. Additionally, the Committee ensures that the resources entrusted to the School system by the taxpayers are applied for maximum impact for students and are expended reasonably, responsibly and transparently.

Superintendent

The Superintendent of Newburyport's schools is responsible for both the daily oversight and management of the public school system as well as being cognizant of the greater goals and overarching policies that govern the school system. The Superintendent is responsible for creating a yearly budget for the schools and presenting it to the School Committee for review as well as to the City Council for final approval.

Structure within the Schools

- ***Principals*** – The daily management of each school is the responsibility of the principals. The Bresnahan School has one principal for pre-kindergarten and kindergarten and one principal and one assistant principal for first grade through third grade; the Nock-Molin school has one principal for grades four and five and a principal and assistant principal for grades six, seven and eight; the high school is managed by a principal and an assistant principal.
- ***Faculty*** – Newburyport Public School's faculty consists of teachers and support staff. Each school has its dedicated faculty to instruct students in a range of subjects necessary to provide a comprehensive college preparatory education using the Massachusetts Common Core Standards. The faculty also includes educators focused on providing special education services to those students in need of additional support. Support staff in the schools includes both part time and full time individuals who serve as aides in classrooms, providing an indispensable service to the faculty.
- ***Staff*** – In addition to the principals and faculty at each school, there are a number of department staff positions that ensure both the daily management needs and the long-term goals for each school are met. Staff includes administrative support in the offices as well as individuals who serve as directors of curriculum, athletics, special education, and technology.
- ***Maintenance*** – The City, through the School Department, owns and maintains four buildings currently in use as public schools. Newburyport Public Schools' Facilities Department manages the day-to-day custodial and maintenance operations at the schools. The Facilities Department is comprised of the Director of Facilities and nineteen full-time employees – sixteen custodian and three maintenance workers. The Department also hires ten young adults each summer to work with both the custodial team and the maintenance team. While the maintenance team floats among the buildings, the custodial staff is assigned to specific schools:

    - *Francis T. Bresnahan Elementary School* (the "Bresnahan") – five custodians;
    - *Edward G. Molin Upper Elementary School* and *Rupert A. Nock Middle School* (the "Nock-Molin") – while considered two schools, they share one building with five custodians; and
    - *Newburyport High School* ("NHS") – six custodians.

    The bulk of the custodial and maintenance work is conducted by the staff. However, in the summer, carpet cleaning and some maintenance tasks and repairs, e.g. cleaning and performing maintenance on the boilers, are performed by outside subcontractors that are beyond the staff's technical expertise.

    In addition to the managerial responsibilities, the Director oversees building projects at the schools and acts as the local project manager/liaison for large projects that require the hiring of an Owners Project Manager (OPM). An OPM is typically required when a project uses funds from the Massachusetts School Building Authority and the project costs exceed $1.5 million. The Director works collaboratively with the Parks Department on field-related projects on school grounds.

School Enrollment

Public School Enrollment

The Newburyport Public School currently supports 2,289 students from pre-kindergarten through the twelfth grade. Table E-1 illustrates the breakdown of students per grade.

Table E-1: 2016 Student Enrollment by Grade

School															Totals
	Pre-K	K	1	2	3	4	5	6	7	8	9	10	11	12	
Bresnahan Elementary	62	136	132	171	142										643
Molin Upper Elementary						175	185								360
Nock Middle School								158	187	165					510
Newburyport High School											192	194	214	176	776

Source: Newburyport Public Schools, 2016 **Total: 2,289**

School Choice

The Massachusetts School Choice Program allows parents to send their children to schools in communities other than the city of town in which they reside. Tuition is paid by the sending district to the receiving district to cover the costs associated with educating the student. School districts may elect not to enroll school choice students if there is no classroom space available.

Tuition rates are set at 75 percent of the prior fiscal year's operating costs per full-time equivalent pupil for the receiving district, with a cap of $5,000. In addition to this, the actual special education cost for each pupil with an Individual Education Plan (IEP) is paid in full by the sending district.

In Newburyport, whether or not to participate in the School Choice program is determined by vote of the School Committee. The vote typically occurs in mid- to late-February for the upcoming school year. Once the Committee approves the School Choice program, the administration determines seat availability for each grade levels and recommends opening availability in grades that have adequate space. The school district will then advertise that Newburyport Public Schools will be offering seats at the approved grades (for example, in 2010-2011, there was seat availability in grades 6, 7, 8 and 9). Once advertised the district accepts applications for the available seats and will conduct a lottery should there be more applicants than seats available.

Newburyport has historically participated in the school choice program; however, in recent years, the School Committee has elected not to participate due to the current classroom sizes nearing the maximum number of pupils. However, availability varies among grade levels and in May, 2015, the School Committee voted to allow school choice for full day kindergarten at the Bresnahan Elementary School for the 2015-2016 academic year due to there being a number of seats available while school choice for all other grades will not be offered.

Additional Educational Options

In addition to the public school district, there are other educational options for students and families in the Greater Newburyport area. The River Valley Charter School (RVCS) is a regional Montessori public charter school located in Newburyport. The RVCS serves students enrolled in Kindergarten through the eighth grade. Enrollment for the 2015-2016 school year at RCVS was 288 students.

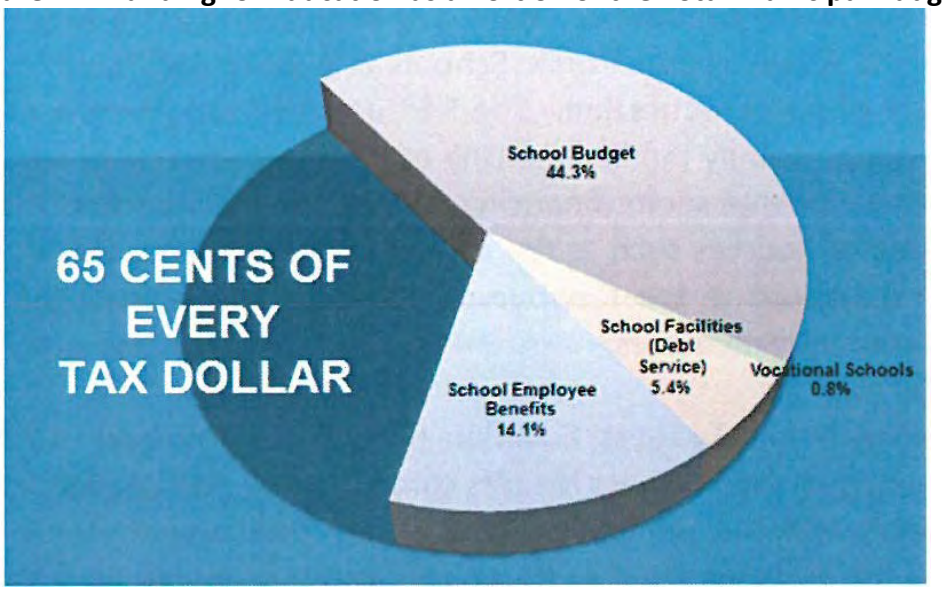
At the high school level, Newburyport is one of 11 area communities in a compact with Whittier Vocational Technical High School. Students develop the skills and specialized training they need to pursue a career in one of 22 vocational-technical fields. The current enrollment at Whittier is 1,338 students with 24 students attending from Newburyport.

There are two private schools in the City – the Immaculate Conception School, which provides education for kindergarten through the eighth grade, and a current enrollment of 272 students and the Newburyport Montessori School, which provides an education for pre-kindergarten and kindergarten students, and has a current enrollment of 118 students.

Finance

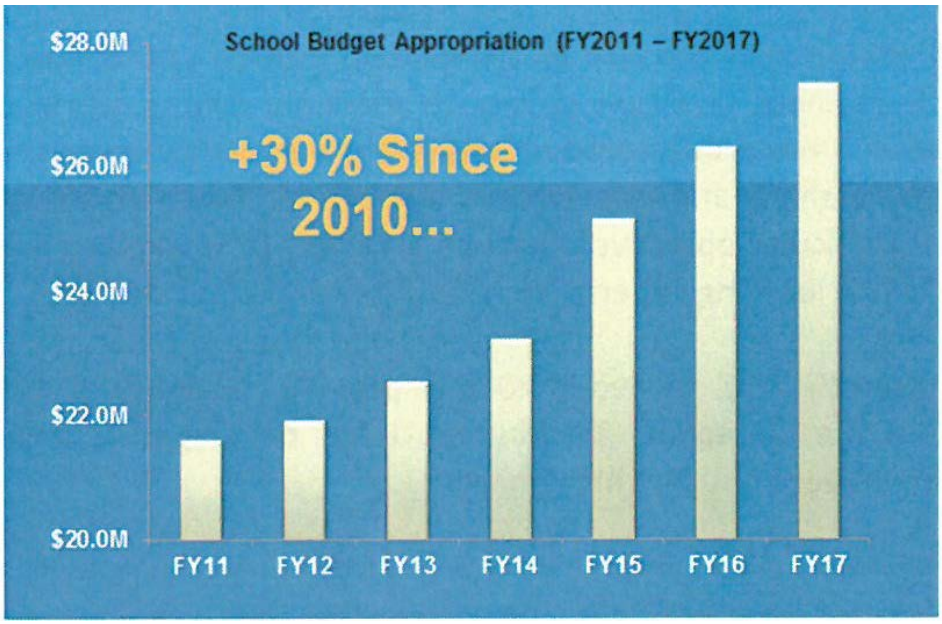
The greatest challenge to the Newburyport school district is addressing the funding gap. **Figures E-1 and E-2** illustrate Newburyport's educational funding. **Figure E-1** shows that for every tax dollar, 65 cents goes toward education; of these 65 cents, 44.3% is for the school budget, 14.1% goes toward school employee benefits, 5.4% goes toward debt service on school building/facility projects and 0.8% is the City's obligation to the vocational schools. **Figure E-2** illustrates the fiscal year appropriates to the school budget. The appropriations have increased more than 30% since FY2010.

Figure E-1: Funding for Education as a Portion of the Total Municipal Budget



Source: Ethan Manning, Finance Director, City of Newburyport, 2015

Figure E-2: School Budget Appropriations, FY2011-FY2017



Source: Ethan Manning, Finance Director, City of Newburyport, 2015

Section B: Facilities

The Newburyport Public Schools reconfigured the school structure in 2006-2007 due to significant cuts in State funding, essentially eliminating the neighborhood elementary schools, which provided kindergarten through fourth grade education. The Kelley School opened in 1873 and was one of the oldest, continuously operating school buildings in the state and was closed during this restructuring. The Bresnahan School, formerly Belleville School (1955), became the sole elementary school serving first through third grades; the Brown School (1923) provided pre-kindergarten and kindergarten classes but closed its doors in June, 2015. The Rupert A. Nock Middle School (1971) then restructured the middle school grades from fourth through eighth grades to fifth through eighth grades and created an upper elementary school, the Edward G. Molin Elementary School for grades four and five.

The construction of Newburyport High School was authorized in 1933 and its Federalist architecture continues to be highly regarded as a centerpiece to the former Mount Rural on High Street. Major renovations to the school building were completed in 2003. Recently, through a combination of funding sources include the Community Preservation Act, school and municipal budgets, the façade of the High School is being repaired and restored so that the structure will continue to be a focal point of the community.

The City worked diligently to enter the Massachusetts School Building Authority program to address the needs of the aging Bresnahan and Nock/Molin Schools with a successful debt exclusion vote in 2012. A new state-of-the-art elementary school for pre-kindergarten through third grade opened its doors in September 2015 and major renovations to the Nock/Molin were also completed at this time.

School Buildings

- ***The Bresnahan*** – The new Bresnahan, constructed over the course of 2013 and 2014, opened its doors to students in the fall of 2015, replacing the original school building that sat on the same campus. The 112,500 square foot building is home to classrooms for children from pre-kindergarten through third grade as well as a cafeteria, gymnasium/auditorium and a library/media center. The Building facilities include an emergency generator and loading dock for deliveries. The Bresnahan shares its 17.5-acre grounds with the newly constructed Senior Community Center and features playgrounds for children ages two through 5 and for older children ages up to age twelve, a fenced basketball court and a paved play area. The school's 150 space parking lot provides adequate capacity for administrators, staff, faculty and visitors.
- ***The Nock/Molin*** **–** Constructed over the course of 1971 and 1972, this single building is home to Newburyport's fourth through eighth grade students. The Edward G. Molin Upper Elementary School and the Rupert A. Nock Middle School share the 160,015 square foot building, which contains an auditorium, cafeteria, gymnasium and library/media center. The building also houses an emergency generator and a 390 kilowatt photovoltaic system and a loading dock for deliveries. The 19.6-acre campus includes soccer, softball, and baseball fields (a new baseball field is under construction summer of 2015), tennis courts and outdoor basketball courts. The school's parking lot has 170 spaces for administrators, staff, faculty and visitors.
- ***Newburyport High School*** – Constructed in 1937, the City's public high school is home to students in grades nine through twelve. The school underwent a major renovation, which included an addition from 1999 to 2003; it is currently receiving a much-needed 'face lift' through a façade restoration effort partially

Bresnahan School
Photo by Steve Bergholm

Nock/Molin School
Photo by Ameresco

Newburyport High School
Photo by Steve Bergholm

funded by the Community Preservation Act. Similar to the other Newburyport public schools, the 214,934 square foot building houses an auditorium, cafeteria, gymnasium and library/media center along with an emergency generator. The school's 13.3-acre campus includes a football stadium, which is currently under renovation to change from a grass field to an artificial turf one with an expected completion date in the fall of 2015 and a baseball field. The school's parking lot has approximately 100 spaces; many high school students drive to school and utilize on-street parking along High Street and in the immediate vicinity of the building.

Athletic Facilities

- ***Bradley Fuller Athletic Field*** – Located adjacent to the Nock/Molin on Low Street, "Fuller Field" provides outdoor and indoor athletic space for all of the public schools. The outdoor space includes a soccer field, track with infield, a discuss cage and long jump pits as well as a Project Adventure structure. The field house includes male, female and accessible restroom facilities and storage space. Parking for events at Fuller Field is provided at the Nock/Molin with handicap parking located at the field house. On-street parking along Low Street is often at a premium during sporting events.

Plan for Bradley Fuller Field
Plan drawn by Huntress Associates, Inc.

Since the spring of 2014, the City has deemed the track at Fuller Field unsafe and off-limits for competitive events due to crumbling subsurface, erosion of top surface, and poor drainage leaving a void to the entire fitness and sports community of Newburyport. The Newburyport Parks Department received a FY2017 grant from the Community Preservation Act, which was coupled with several other funding sources ranging from private donations to municipal appropriations, to improve the facility. This improvement and renovation project includes a reconfigured, 8-lane, all-weather, 400-meter, oval running track with new long jump, triple jump, pole vault systems, shot-put landing area, shot-put pad, and discus pad with cage. Additionally, this project will improve the parking and drop-off area, enlarge the natural grass field in the center of the track, install wiring for future lighting and scoreboard, construct a 500-seat grandstand and press box, install new fencing and concrete walkways, and improve overall drainage of the site.

World War Memorial Stadium
Photo by Huntress Associates

- ***World War Memorial Stadium*** – This stadium, located on the NHS campus, has recently undergone a major renovation including a new artificial turf field, grandstands, viewing platform and concession areas. This multi-purpose field is home to the high school football team but is available to a

variety of school athletic events and may be rented out to outside leagues. This major capital project was financed through funding from the Community Preservation Act, the municipal budget and private donations.

Section C: Educational Partnerships

Higher Education Partnerships

The Newburyport School District is fortunate to be geographically situated in proximity to institutions of higher education:

- Northern Essex Community College, Haverhill
- North Shore Community College, Danvers
- Merrimack College, North Andover
- Endicott College, Beverly
- Salem State University, Salem
- University of New Hampshire, Durham, NH
- University of Massachusetts, Lowell

The City currently has partnerships with Northern Essex Community College, Endicott College and Salem State University. These partnerships have allowed the City to have fellows working in the public schools as well as a steady stream of student teachers. Additionally, the City is seeking to develop a robust program for its post-graduate students with disabilities.

Other Educational Partnerships

Newburyport Education Foundation

Launched in 2004, the Newburyport Educational Foundation (NEF) is a non-profit organization with the mission to bring philanthropy into the Newburyport Public Schools and generate financial resources that will enhance the quality of public education. The NEF provides supplemental funding for programs that are already supported by public financing at a basic level, but which can be substantially improved by additional private sector financing. Since 2004, the NEF has donated over $2.2 million to the Newburyport Public School system.

Governed by a Board of Directors comprised of members of the community, the NEF works in concert with, but independent of, the Newburyport Public Schools. This partnership has resulted in the NEF has donating funds for literacy closets (online databases of books organized by Guided Reading levels), classroom libraries, community-based education programs (bus trips), new computer servers and computers at the elementary school. At the Nock/Molin, NEF installed eight state-of-the-art science labs, premier technology for each classroom, a music lab, a robotics land and new technology and computers. At the high school, funds launched the Virtual High School Program, donated technology including lap tops for science, a Distance Learning Lab, a photography lab, a portable math lab, teacher work stations, a world language lab and a state-of-the-art library media center. Across the district, NEF has donated funds for partnership grants and the Institute for Savings' Science Speaker series. In addition to providing direct financial resources, NEF can also facilitate donations from private entities; an example of this includes a donation from EBSCO Publishing of $200,000 worth of databases to be used throughout the school district.

Newburyport Education Business Coalition

The Newburyport Education Business Coalition (NEBC) was founded in 1990 as a non-profit organization of educators and business leaders committed to establishing connections between Newburyport Public Schools and the workplace. One of the first organizations of its kind in New England, the NEBC has since become a recognized leader in providing educators and students alike with opportunities for meaningful, curriculum-based connections between our schools and our business community.

In 2010, the NEBC joined with NEF to consolidate efforts, and is now called the Business Coalition. The NEF Business Coalition strives to maintain strong working relationships and ongoing collaboration among Newburyport's businesses, organizations, and residents with skills and expertise to share and our schools' educators. These collaborations support and enrich the schools' curricular objectives through a variety of workplace learning activities and contribute to authentic learning experiences for our teachers and students.

Section D: Strategic Plan

During the 2015-2016 school year, a group consisting of students, parents, educators, and community members worked to develop a strategic plan (the 'Plan') to consist of the mission statement, beliefs, parameters, and goals that would set the course of the school district over the coming five years.

Beliefs

Each person is worthy of respect.
A strong community celebrates individual uniqueness.
Each individual has inherent worth.
Opportunity stems from adversity, growth from mistakes.
Through reflection we gain understanding.
Compassion and empathy build community.
Everything can be done with kindness.
Individuals are responsible for their own actions.
Attitude has power.
We each have an obligation to serve one another.
Trusting relationships require clear and open communication.
A community is responsible for its individuals.
Education is fundamental to an empowered, evolving society.

The Plan's Strategies and Actions

Strategy 1	We will reimagine teaching and learning
Action 1	All students' holistic and academic needs are met through teaching, curriculum, and assessment methods.
Action 2	Assessment is used to guide instruction and curriculum, engage students in inquiry, and focus on the process of learning.
Action 3	Communication of information to the District and the community is focused on reimagining teaching and learning.
Action 4	Support relationships and learning communities among teachers and administrators.

Strategy 2	We will offer an array of opportunities for self-discovery and personal achievement.
Action 1	Students are mentally, socially, and emotionally ready to learn.
Action 2	Students establish connections; apply higher order thinking skills and make learning relevant through meaningful experiences.
Action 3	Students learn at a pace in line with their inner abilities (strengths and weaknesses) and contribute to their educational path and experience.
Action 4	Explore flexible learning environments designed on competency based learning models.

Strategy 3	We will maximize all internal and external resources
Action 1	Community support for the achievement of the students' personal goals.
Action 2	Costs will be reduced and revenues maximized in our school district.
Action 3	Partnerships will be encouraged and developed both inside and outside of the school district.

Strategy 4	We will optimize our organizational design and operations.
Action 1	Organizational structure meets the needs of our students.
Action 2	Schedule changes are made to meet the needs of our students.
Action 3	Technology will fully support the goals of the District.
Action 4	Schools will function as effective, professional learning communities.
Action 5	Design and cultivate flexible learning environments for optimal functionality and culture.
Action 6	Student growth and learning are enhanced by creative, rigorous, and expansive curricula.
Action 7	Place-based education initiatives are further supported and developed to enhance authentic learning opportunities for students.

Strategy 5	We will create a dynamic community among all stakeholders.
Action 1	A diversified community of stakeholders, who are invited, welcomed and affirmed.
Action 2	Stakeholders are aware of district-wide and school-level events, programs, and opportunities.
Action 3	Stakeholders are involved in school events, programs, and learning opportunities.
Action 4	Students gain real world experiences through community and civic involvement.
Action 5	Students have a voice in building community relationships.

Strategy 6	We will create a culture that cultivates the best of everyone
Action 1	Distributed Leadership – Everyone shares the responsibility of leadership and culture.
Action 2	Engagement – Leadership will ensure that all constituencies have a voice so they are engaged.
Action 3	Communication – District and school personnel will communicate to the community to improve culture and engagement.

Strategy 7	We will provide supports so all students are ready and able to learn.
Action 1	Implementation of cohesive, vertically aligned Response to Intervention (RTI) at all grade levels.
Action 2	Increase social, emotional learning at all grade levels.
Action 3	Increased play opportunities for students at all grade levels.
Action 4	Students have the tools necessary to appropriately and safely utilize technology.
Action 5	Increased executive functioning at all grade levels.
Action 6	A safe and supportive school environment.
Action 7	Reduce student stress.

Goal E-1: Implement the Newburyport Public Schools' Strategic Plan

A dedicated group of individuals have worked to create a strategic plan that will guide the District as it moves forward in the coming years. As the various strategies and actions outlined in the Plan are realized, the School Department will become stronger, will better serve the community, and will encourage all students in the pursuit of their educational, emotional, and personal goals.

Goal E-2: Ensure that all academic and athletic facilities are maintained to provide a safe, productive environment for students and educators.

The City has invested significant time and financial resources into upgrading all of Newburyport's public schools and associated athletic facilities. The community has supported several high-cost initiatives aimed at improving the overall school system: the construction of the new Bresnahan School, the upgrades to the Nock/Molin, the preservation of the high school's historic façade, the renovation of the World War Memorial Stadium and the complete refurbishment of the Fuller Field and Track. The School Committee and Department must create a plan as to how to fund and to prioritize ongoing maintenance of all of these facilities so they will remain in good repair and not suffer from deferred maintenance.

Goal E-3: Continue to develop a curriculum that meets the needs of all students and prepares them for the next phase of their lives, whether this includes attending an institute of higher education, pursuing a trade or entering the work force.

Newburyport is committed to building a guaranteed and viable curriculum for all students. Teachers and administrators must delve into the process of examining student work and progress (or lack of significant progress) to continue to update and refine students' course of study. In examining student work and progress, administrators are able to make data driven decisions that support continuous improvement. The Newburyport School Department, through its curricula, must prepare students for their next steps in life so that they will go on to become thoughtful, engaged adults.

Chapter 14
Plan Implementation & Monitoring

Under Massachusetts State Law, the Newburyport Planning Board has the authority to create and update a Master Plan for Newburyport. This Master Plan Update process engaged hundreds of residents in a broad, collaborative effort to develop a Master Plan. Once the Plan is adopted, the community will need to shift energies toward successful implementation of the actions it has identified.

The implementation chapter is a road map for carrying out the Master Plan's major policies and recommendations. It identifies detailed steps for achieving the community's goals, yet at the same time it remains flexible enough to accommodate changing circumstances and priorities. Unambiguous, but not rigid, this chapter attempts to identify problems and outline potential solutions, also recognizing and building upon Newburyport's successes and strong suits. The Master Plan links its goals to future implementation by identifying a range of strategies and recommended actions. Because it focuses on the City's physical development, implementation of the Master Plan is closely linked to strategies that address land use and development, and in particular, the Zoning Ordinance. However, it is important to recognize that there are many other ways in which the City can act to further the goals of the Master Plan. The actions in the Master Plan include recommendations for additional studies and plans on specific areas or topics, and actions that have direct financial implications, such as infrastructure improvements or staffing evaluations.

This chapter of the Plan provides guidance for maintaining accountability, monitoring activities, creating appropriate development regulations and procedures, and involving the community in the implementation of the Plan. It recommends a number of actions to support effective implementation of the Master Plan for the City of Newburyport. This chapter is divided into four sections:

A. **How to Use this Plan** – summarizes the basic steps for how the Plan should be used to affect public and private decision-making in Newburyport.
B. **Actions** – outlines the actions that will facilitate implementation of the Plan. These actions touch upon the broad implementation considerations.
C. **Implementation Matrix** – organizes the Plan's Goals, Objectives and Actions into a simplified chart that provides a format for the community to use in moving from a work list to action plans under each area of public interest that identify who will be responsible for and involved in the implementation, and what the priorities should be for undertaking specific strategies.

Section A: How to Use the Plan

The Master Plan is to be used on a regular basis as public and private decisions are made concerning development, redevelopment, capital improvements, economic incentives and other matters affecting the community. The following is a summary of how it should be used:

1. **Annual Work Programs and Budgets**. Individual departments and administrators should be cognizant of the recommendations of the Plan when preparing annual work programs and budgets. Several actions can be implemented in this way. Review of these work programs by the Mayor, City Council and Department Heads should likewise occur in accordance with the Plan's strategies.

2. **Development Approvals**. Administrative and legislative approvals of development proposals, including rezoning and subdivision plans, should be a central means of implementing the Plan. Zoning codes can and should be updated in response to regulatory strategies presented in the Plan.
3. **Capital Plans**. Annual and long-range capital plans should be consistent with the Plan's land use policies and infrastructure recommendations. New improvements that are not reflected in the Plan – and which could dramatically impact the Plan's land use recommendations – should necessitate at least a minor update to the Plan.
4. **Economic Incentives**. Economic incentives, such as district or tax increment financing, should be reviewed in light of the recommendations of the Plan. These incentives should be integrated with other Plan policies to ensure consistency, particularly with the Plan's land use recommendations.
5. **Private Development Decisions.** Property owners and developers should consider the recommendations of the Plan in their planning and investment decisions. Public decision-makers will be using the Plan as a guide in their development-related deliberations, such as zoning matters and infrastructure requests. Property owners and developers should have an understanding of the Master Plan when submitting proposals to public bodies.
6. **Future Interpretation.** The Planning Board and other responsible entities should provide a written interpretation of major items that are unclear or which are not fully addressed in the Plan.

Section B: Actions

Outlined below are the strategies which support the implementation of the Plan. The responsibility for these strategies fall primarily on the City's staff with oversight by the Mayor and the City Council:

1. **Provide resources for implementing the Plan**: The City should continually work to secure and allocate the funding necessary to implement the actions listed within the document through updating capital plans and annual departmental budgets.
    i. Develop a process for determining short- and long-term financial priorities for the operating and capital budget needs of the community in coordination with the policies, objectives and strategies of the Plan.
    ii. Update capital plans each year that reflect the recommendations of the Master Plan.
    iii. Prepare annual departmental work programs and operating budgets with awareness of the Master Plan.
    iv. Identify and secure funds for prioritized initiatives, i.e. grants, tax measures, bonds, private investments, etc.
    v. Award economic and regulatory incentives based on consistency with the Master Plan.
    vi. Monitor and ensure fiscal responsibility
2. **Monitor and evaluate implementation**: Implementation will be monitored on a regular basis, including evaluating, reporting results, promoting successes, and maintaining public and media relations. The Planning Board, through the Office of Planning and Development shall prepare an annual report to the Mayor and the City Council that summarizes the status of the various Master Plan Goals, Objectives and Actions.
3. **Involve a wide variety of stakeholders in implementation**: Residents, elected officials, City staff, and other stakeholders shall be actively involved with implementing the Plan.
    i. Identify and engage non-governmental partners to assist with implementation.
    ii. Establish a program to provide ongoing public education on the Plan.

iii. Provide ongoing educational opportunities on innovative planning and development practices for the Planning Board, City Council, and other elected and appointed officials.
iv. Provide final copies of the Master Plan on the City's web site and at its libraries.

4. **Develop appropriate regulatory tools to implement the Plan**: The City of Newburyport should update key development regulations and processes for Plan review, monitor the implementation of new regulations and correct them as needed.
5. **Require concurrence with the Plan**: The City shall require concurrence with the Master Plan in rezoning or development approvals.
6. **Provide annual progress reports**: The Planning Board, through the Office of Planning and Development shall provide progress reports on the various actions undertaken throughout the year to the Mayor and the City Council.
7. **Update the Plan every ten years**: The City of Newburyport should develop a community process to update the Plan at a minimum of every ten years.

Section C: Implementation Matrix

Recommendations found in this Master Plan are structured as a hierarchy, which includes the guiding principles, goals, objectives and actions.

- ***Guiding Principles*** – as described in the Executive Summary, these principles provide the foundation of the Plan and are based on the concept of sustainability – environmental, social, economic, and fiscal – and are interrelated, equally important conditions.
- ***Goals*** – the next level in the hierarchy consists of goals, which are broad statements framed to indicate a desired future condition for the City based upon the Key Issues identified in the Executive Summary. The overall plan goals build upon and advance the goals identified within each individual element of the Master Plan.
- ***Objectives*** – the third level consists of objectives that further define the measures needed to implement the goals.
- ***Strategies*** – the fourth level consists of individual strategies that can be used to achieve each objective.
- ***Actions*** – the last level consists of specific actions, which further break down the strategies into succinct actions that, when implemented together, will accomplish the overall Master Plan Goals.

Matrix Legend

In each table below, specific objectives are identified to advance individual overall Master Plan goals. Below each objective is a bar indicating which Master Plan elements are impacted by the objective; elements impacted are shaded green. In addition, actions are listed in order of importance below each strategy and the readiness of the City to respond to each set of actions (based upon availability of funding, staff, and other resources) is indicated to the right of each set of actions.

Readiness designation is as follows:

- "Green" = The City is either currently working to address these actions, or will be in the next 0-3 years.
- "Yellow" = The City will work to accomplish these actions within years 4-6 of the Plan;
- "Red" = The City will work to accomplish these actions with years 7-10 of the Plan, or sooner should resources become available.

Goal 1: Preserve Newburyport's Sense of Place

Objective 1:	**Foster downtown and waterfront areas that are welcoming to the community, respectful of the City's maritime heritage and complementary to the downtown's commercial core.**	
Strategy 1	**Ensure that Downtown and the Waterfront are safe and attractive places to live, work, and visit.**	
Action 1	Preserve and enhance public spaces within Downtown and along the Central Waterfront to provide access to greenspace, viewsheds, parklands, recreation trails, and areas to hold public events.	
Action 2	Seek funding to maintain high quality street furniture, lighting, waste management, banners, flowers, sidewalks, and other amenities that contribute to an attractive and functional Downtown.	
Action 3	Streamline permitting processes for signs, façade alterations, as well as new development established in the Zoning Ordinance and ensure the processes are clear and consistent.	
Action 4	Conduct wayfinding study to determine the most appropriate locations for signage, kiosks, and other methods of signalizing destinations as well as determine the style and design of wayfinding signage and install signage prioritizing downtown and the waterfront first.	
Strategy 2	**Protect the character of Downtown and the Waterfront, while accommodating change and new development.**	
Action 1	Utilize design review and design standards during site plan review for new commercial development to ensure that new buildings "fit in" to their surroundings.	
Action 2	Protect historic buildings from demolition, while allowing enough flexibility for alterations to make necessary modifications to meet current building and health codes for commercial use.	
Action 3	Encourage marinas, fishing piers and other marine-dependent uses and businesses through regulatory incentives while promoting a mix of non-marine dependent uses that are set back from and compatible with the working edge of the waterfront.	
Action 4	Review parking policies and to the extent possible, remove parking from the waterfront to ensure higher and better uses of the Central Waterfront lands and vistas, while increasing availability of multimodal transportation and parking facilities for bicycles.	

Land Use	Economic Development	Housing	Transportation	Natural Resources	Cultural Resources	Municipal Services	Energy & Sustainability	Community Engagement	Education

Objective 2:	Preserve the character of historic streets and enhance the quality of life within the City's neighborhoods.	
Strategy 1	**Promote and support an increased level of preservation efforts to protect Newburyport's historic built environment for future generations.**	
Action 1	Promote the preservation of the historic character of the City's older neighborhoods (e.g. North End, South End, High Street, etc.) and ensure that the design of new development and redevelopment complements their historic character and promotes sustainable design through Site Plan Review.	
Action 3	Establish and consistently apply additional protections within the National Register District including the protection of key, character-defining architectural features on Contributing Structures.	
Action 4	Consistently enforce existing ordinances within the National Register District, specifically the Demolition Control Overlay District (DCOD) and the Downtown Overlay District (DOD).	
Action 5	Update Library of Congress' Historic American Building Survey (HABS) to ensure that all Contributing Structures within the National Historic District are included and expand the number of properties, structures, objects, landscapes, etc. that have been surveyed for inclusion on the Massachusetts State and National Registers of Historic Places.	
Strategy 2	**Business Park/Route 1 Traffic Circle**	
Action 1	Prepare a Master Plan for the Business Park to identify needs for roadway repairs, address storm-water management issues, prioritize and manage drainage issues related to swales in the park, identify wetlands and other environmentally sensitive areas, explore the viability of the construction of sidewalks, and assess the availability of land to maximize the efficiency of land use as build out approaches.	
Action 2	Utilize Federal and state housing initiatives and programs like Chapter 40R ("Smart Growth") and Chapter 40S (financial incentives for compact growth) to create market-rate and affordable housing and mixed-use development around the Route 1 traffic circle.	
Action 3	Through Site Plan Review, work with developers in the Route 1 Traffic Circle area and along the Clipper City Rail trail to maintain existing open space connections and create and/or complete new connections between open space and trail systems.	
Strategy 3	**Transform the Storey Avenue area into a Gateway to the City**	
Action 1	Review and revise the Zoning Ordinance to allow for the transformation of the Storey Avenue corridor into a walkable, bike-able, mixed-use neighborhood with the incorporation of the Commonwealth's "Complete Streets" initiative.	
Action 2	Reduce curb cuts and turning sequences in the Storey Avenue commercial area.	
Action 3	Work with local, regional and state agencies to re-configure, reduce pavement, and improve the gateway "3-roads" intersection of High Street, Moseley Avenue, Ferry Road, and Storey Avenue.	

Land Use	Economic Development	Housing	Transportation	Natural Resources	Cultural Resources	Municipal Services	Energy & Sustainability	Community Engagement	Education

Objective 3:	Work toward improving Newburyport's resiliency for a sustainable future.	
Strategy 1	**Reduce energy consumption within the City of Newburyport.**	
Action 1	Procure and install renewable resources, energy efficiency improvements, and conservation measures in public facilities. Such measures could include: solar PV and solar thermal for municipal facilities including parking lots (solar canopies), garages, schools, treatment plants, and other municipal facilities.	
Action 2	Utilize the City website to provide links to state resources for rebates, tax credits, technical assistance, residential and commercial energy retrofits, and clean energy source information.	
Action 3	Reduce energy use in transportation by promoting bike and pedestrian safety and mobility, walkable neighborhoods, and electric vehicle use.	
Action 4	Establish electric charging stations in public lots and at municipal facilities.	
Strategy 2	**Increase the availability of locally produced food.**	
Action 1	Encourage use of vacant land, backyards, rooftops and schools for food production and community gardens and support Farmers' Markets and Community Supported Agriculture (CSA)	
Action 2	Amend City regulations, including the Zoning Ordinance, to support agricultural production, community gardens and urban farms.	
Strategy 3	**Improve resiliency against climate change by protecting the natural environment.**	
Action 1	Consider prioritization of land on Plum Island for Open Space acquisition and protection as a means of protecting the health and stability of the Barrier Beach and preventing storm related damage to private property.	
Action 2	Educate landowners about stormwater management techniques, and maintenance of new and existing stormwater management features, such as swales, detention basins, and rain gardens.	
Action 3	Assist the National Wildlife Federation and Ipswich River Watershed Association in finalizing their Coastal Resiliency and Adaptation Plan being prepared under the Hurricane Sandy Resiliency Grant Program.	
Strategy 4	**Reduce waste produced within the City.**	
Action 1	Institute a citywide recycling ordinance applicable to businesses and institutions and update the existing solid waste and recycling ordinances applicable to residents to decrease waste.	
Action 2	Reduce per capita waste generation and investigate economic incentives to reduce waste such as Pay as You Throw programs.	
	Review and update City littering and dumping ordinances, e.g., require property owners to pick up litter on their property or face a fine. Establish an enforcement mechanism.	
Action 3	Support diverting organics from the waste stream, including composting food waste programs and residential and commercial organics drop-off.	

Strategy 5	**Protect natural habitats and vegetation from pollutants, loss, and destruction.**	
Action 1	Integrate land use and development plans and projects with the actions of both the Open Space & Recreation Plan and the Natural Resources, Open Space & Recreation Master Plan chapter to minimize habitat destruction and maximize habitat value.	
Action 2	Identify trees, plants, and urban forest as natural resources to be protected and enhanced; act to promote tree health and replacement on public and private land; and ensure enforcement of city's tree ordinance.	
Action 3	Educate residents, businesses and marine facilities about toxic materials and alternatives for use and disposal to protect marine and land based wildlife.	

Land Use	Economic Development	Housing	Transportation	Natural Resources	Cultural Resources	Municipal Services	Energy & Sustainability	Community Engagement	Education

Objective 3:	**Improve and Invest in Infrastructure**	
Strategy 1	**Protect and conserve the City's water quality and supply.**	
Action 1	Protect the Artichoke Reservoir and other water supply sources by identifying and protecting natural areas that function to protect and preserve water quality;	
Action 2	Maximize water conservation and minimize water use and waste. Consider prohibiting the use of herbicides, pesticides, and other toxic chemicals within our water supply watersheds and increasing the use of water meters and low-flow devices, the practice of water collecting and recycling, and maintain infrastructure in good working condition to reduce leakage.	
Action 3	Manage rivers, streams, creeks, and ponds for high water quality and habitat.	
Strategy 2	**Provide wastewater collection and treatment facilities that are adequate to serve existing and projected development and to protect the environment.**	
Action 1	Examine the current capacity of the City's utilities (water and sewer systems) and continue to monitor capacity as new developments come online.	
Action 2	Review and update City's water use, wastewater, wetlands protection and stormwater policies, regulations and ordinances.	
Action 3	Include adequate funding in annual operating budget for infiltration/inflow ongoing capital investment in system	
Action 4	Continue to include adequate funding in annual operating budget for maintenance of new wastewater treatment facility and pump stations.	

Strategy 3	**Improve connectivity and transportation within Newburyport by encouraging multi-modal use.**	
Action 1	Prioritize and fund roadway repairs and drainage maintenance in the Business Park, sidewalk upgrades Downtown, pedestrian crossings at the Route 1 Rotary, and reduce curb cuts and turning sequences in the Storey Avenue commercial area.	
Action 2	Make a comprehensive 5-year City paving plan transparent, web-based, and accessible for citizens.	
Action 3	Improve signage and enforcement of truck bans.	
Action 4	Work with the MBTA, private bus lines, and MVRTA to have local transit bus service at the commuter rail and commuter/intercity bus terminals, including the I-95 Park and Ride lot.	
Action 5	Improve access to the Newburyport MBTA Commuter Rail station by improving pedestrian access, bicycle facilities, and bus connectivity from Downtown.	
Action 6	Consider the development and implementation of a local bikeshare program with seasonal stations located Downtown, at the Commuter Rail, and Plum Island to decrease car dependency for tourism purposes and increase commuting options.	
Strategy 4	**Reduce vehicular traffic and improve circulation.**	
Action 1	Collaborate with the Merrimack Valley Planning Commission and the Commonwealth to investigate the current traffic conditions and patterns and to implement a plan to improve vehicular movement and circulation.	
Action 2	Work with local, regional and state agencies to signalize and improve safety and circulation at key intersections.	
Strategy 5	**Follow the "Complete Streets" model to facilitate transportation needs.**	
Action 1	Explore the adoption of a "Complete Streets" ordinance for the corridor that will address vehicular traffic, bike lanes and sidewalks.	
Action 2	Improve maintenance of sidewalks and create new sidewalks in areas not currently served (i.e. Business Park), and make a comprehensive 5-year sidewalk plan transparent, web-based, and accessible for citizens.	
Action 3	Conduct wayfinding study to determine the most appropriate locations for signage, kiosks, and other methods of signalizing destinations as well as determine the style and design of wayfinding signage.	
Strategy 6	**Improve public parking throughout the City.**	
Action 1	Explore feasibility of frequent shuttle services from satellite parking areas for large downtown events.	
Action 2	Pursue long-term reduction in waterfront parking to allow for waterfront park expansion and redevelopment of lots currently owned by the Newburyport Redevelopment Authority while retaining appropriate parking for public access to the river.	
Action 3	Form a public-private partnership between the City and downtown businesses (or consider the creation of a Parking Authority) to construct, operate and maintain structured parking facilities downtown.	
Action 4	Employ smart parking practices to appropriately price structured and street parking to limit parking related circulation and traffic impacts, ensure a supply of revenue to maintain facilities, and provide an adequate supply of parking for nearby residences, businesses, civic, and recreational uses.	
Action 5	Study current public parking usage patterns in the downtown and re-evaluate residential parking restrictions on streets in this area and modify them as appropriate to meet the needs of residents of, workers in and visitors to the downtown.	

Land Use	Economic	Housing	Transportation	Natural	Cultural	Municipal	Energy &	Community	Education

	Development			Resources	Resources	Services	Sustainability	Engagement	

Goal 2: Ensure Economic Stability

Objective 1:	**Expand the local economy and increase economic opportunities**	
Strategy 1	**Increase local economic development capacity, coordination, and leadership.**	
Action 1	Create Economic Development Commission (EDC)	
Action 2	Create Economic Development Coordinator staff position and approve funding for the position in the City budget.	
Action 3	Create Five-Year Economic Development Strategy for the EDC to carry out.	
Strategy 2	**Ensure that the supply and character of commercial space can adapt to a changing economy.**	
Action 1	Increase the supply of commercial space to accommodate startup businesses.	
Action 2	Ensure that public policies encourage redevelopment of underutilized properties and the construction of new, high quality commercial buildings.	
Action 3	Protect the character of historic buildings in commercial use and ensure that new development is complementary to the architectural character of the city and promotes sustainable site design.	
Strategy 3	**Promote the development of a skilled workforce to meet the future employment needs of the business community.**	
Action 1	Support the Newburyport Public Schools, local colleges, and trade schools in making linkages to local businesses to assist in the creation of internships, job training, and educational opportunities that meet the needs of the local economy.	
Action 2	Create and maintain a database of available internships and students interested in internship opportunities to assist employers and interns in locating opportunities.	
Strategy 4	**Attract businesses, workers, visitors, and residents to Newburyport**	
Action 1	Create a Newburyport brand to use to aid in the promotion of the city as a place to live, work, visit, and do business.	
Action 2	Create a comprehensive marketing strategy inclusive of multiple areas of the City and market segments to attract new businesses to Newburyport.	
Action 3	Improve the existing Visitor Center and expand to include a cultural center to promote visitorship in Newburyport.	

Land Use	Economic Development	Housing	Transportation	Natural Resources	Cultural Resources	Municipal Services	Energy & Sustainability	Community Engagement	Education

Objective 2:	Ensure the housing supply meets the needs of residents and employers	
Strategy 1	**Increase the variety of housing options to accommodate households with varying housing needs and family structures.**	
Action 1	Identify zoning districts and/or geographic areas in which the City may modify current zoning regulations to allow for the development and redevelopment of a variety of housing types.	
Action 2	Promote creative housing development strategies (accessory units, cottages, live/work space, conversions of existing buildings, etc.) to diversify housing options.	
Action 3	Support the construction and adaption of accessible units to meet the needs of households with disabled individuals.	
Action 4	Prioritize mixed-use development projects that support the business community and the City's housing goals.	
Strategy 2	**Support, preserve, and expand the inventory of Affordable Housing in Newburyport**	
Action 1	Ensure adequate funding for the Affordable Housing Trust so that it may continue to create new affordable units, preserve the existing affordable housing stock and support private affordable housing developments through subsidies and grant matching programs.	
Action 2	Preserve affordable housing through the retention of expiring affordable use properties where financially feasible.	
Action 3	Partner with local housing and service organizations to create affordable rental units for individuals, young families, seniors and special needs populations, including subdividing living space in larger homes to promote options for smaller residential units.	
Action 4	Increase the supply of affordable, supportive housing to quickly re-house those who do become homeless through partnerships with local property owners, non-profit organizations, City agencies and the local housing authority.	

Land Use	Economic Development	Housing	Transportation	Natural Resources	Cultural Resources	Municipal Services	Energy & Sustainability	Community Engagement	Education

Goal 3:	Provide a Healthy and Connected Community	
Objective 1:	**Improve community health and physical connectivity.**	
Strategy 1	**Enhance the pedestrian experience in the City.**	
Action 1	Conduct comprehensive analysis and create a City-wide pedestrian improvement plan.	
Action 2	Expand Safe Routes to Schools program and network to improve pedestrian routes to schools for children.	
Action 3	Identify additional locations for adding "ways to the water" markers as recommended in the Strategic Waterfront Plan.	
Action 4	Support the use of additional boardwalks or other structured walkways for pedestrian access in environmentally sensitive areas, such as Plum Island and other wetland resource areas.	
Action 5	Maintain walking trails throughout the City, including in the City Forest.	

Strategy 2	**Increase the quality and amount of bicycle facilities.**	
Action 1	Establish a permanent bicycle and pedestrian committee to develop a Bicycle and Pedestrian Infrastructure Plan.	
Action 2	Review, prioritize, fund, and construct a more comprehensive system of bicycle lanes on major roads with adequate width.	
Action 3	Continue and publicize the effort to complete the Clipper City Rail Trail extension and plan for connections to the Coastal Trails Network to improve connectivity to neighboring communities	
Action 4	Create a safe route for cyclists from Maudslay State Park, to the Park-and-Ride lot, down Storey Avenue and onward to downtown Newburyport.	
Action 5	Improve bike safety along High and Hale Streets and Storey Ave (with particular focus at high traffic locations between Belleville Cemetery and Daniel Lucy Way), including vegetative management to improve sight lines and undertake regular street cleaning to clear obstructions.	
Action 6	Mandate the inclusion of bike parking facilities at all municipal parking lots and encourage their inclusion at commercial properties.	
Strategy 3	**Maximize use of all municipal parks and recreation facilities.**	
Action 1	Foster close collaboration and coordination between the School Department and City Departments (Parks Department, DPS, etc.) to maximize the efficient utilization of existing facilities and field spaces.	
Action 2	Continue to formalize and encourage volunteerism through volunteer events, programs, and “friends of park” groups.	
Action 3	Continue to plan for, budget for, and execute renovations to existing parks and facilities to create safe, accessible, and enjoyable parks and facilities.	
Action 4	Optimize use of existing athletic facilities by making capital improvements to fields and making lasting changes to maintenance practices.	
Action 5	Expand City web site to provide more complete and efficient access to information on parks, fields, programming, open spaces and conservation lands.	
Strategy 5	**Preserve and protect current and future open spaces.**	
Action 1	Advocate for the protection and preservation of scenic vistas and working farms, water systems, vernal pools and priority habitats, Great Marsh ecosystem and other marshlands, and scenic trail systems throughout the City through open space purchase, conservation restrictions and management.	
Action 2	Maintain high quality parks, recreation areas, trails and other open spaces that are safe, attractive, preserve historic resources, and provide a range of active and passive recreational opportunities for all residents and visitors.	
Action 3	Improve and create new connections between existing open space areas wherever possible, including Maudslay State Park to Mosely Woods Parks and the completion of the Clipper City Rail Trail and Merrimack River Trail.	

Strategy 6	Conservation	
Action 1	Improve management of the City's natural resources, including water bodies, forested areas, wetlands, coastal dunes and the barrier beach.	
Action 2	Encourage and support the use of Low Impact Design (LID) techniques and stormwater best management practices in new developments and redevelopments throughout the City, especially the Business Park and other environmentally sensitive areas.	
Action 3	Educate landowners about stormwater management techniques, and maintenance of new and existing stormwater management features, such as swales, detention basins, and rain gardens.	

Land Use	Economic Development	Housing	Transportation	Natural Resources	Cultural Resources	Municipal Services	Energy & Sustainability	Community Engagement	Education

Objective 2:	Provide quality educational opportunities and experiences for all residents	
Strategy 1	Maintain a high quality of school system that enriches the lives of students and prepares them for their futures.	
Action 1	Implement the Newburyport Public Schools' Strategic Plan (2016)	
Action 2	Ensure that all academic and athletic facilities are maintained to provide a safe, productive environment for students and educators	
Action 3	Continue to develop a curriculum that meets the needs of all students and prepares them for the next phase of their lives, whether this includes attending an institute of higher education, pursuing a trade or entering the work force.	
Strategy 2	Expand access to cultural resources and education.	
Action 1	Support the Library Archival Center as the only openly-accessible repository of local historic documents, photos and other resources.	
Action 2	Expand existing arts education opportunities for school age children, adults, children and adults with special needs, and seniors across the visual and performing arts.	
Strategy 3	Improve educational opportunities to learn about natural resources.	
Action 1	Empower the City's Office of Arts, Tourism and Cultural Affairs to support, promote, and coordinate the endeavors of all natural resource preservation and educational organizations in Newburyport.	
Action 2	Support the preservation and educational efforts of the U.S. Fish and Wildlife Service, the Massachusetts Audubon Society, the Massachusetts Executive Office of Energy and Environmental Affairs, and other environmental preservation and educational organizations through collaborative programming and cross-promotion.	

Strategy 4	**Improve communication between the City and residents to connect people to events, civic leadership opportunities, and increase the flow of information in a timely and transparent manner.**	
Action 1	Continue to maintain the City's website with a consistent calendar of public meetings and City events, community announcements, department information, documents, and other relevant information.	
Action 2	Effectively share and receive information from residents and businesses using current communication technology.	
Action 3	Create a page on the City's website to advertise openings on City boards and commissions and opportunities for residents to volunteer for City departments (such as schools, library, and Council on Aging). Such a page might also provide a space for links to other community organizations that seek volunteers.	
Action 4	Appoint student members ex-officio to selected boards and commissions where they will have an opportunity to contribute their perspective and gain technical experience in government.	

Land Use	Economic Development	Housing	Transportation	Natural Resources	Cultural Resources	Municipal Services	Energy & Sustainability	Community Engagement	Education