WINTHROP COMMUNITY DEVELOPMENT PLAN

May 2004

Prepared by the Metropolitan
Area Planning Council and the
Central Transportation Planning Staff
for
the Winthrop Community Development
Plan Committee

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Project Overview

In late 2002, Winthrop was granted $30,000 in planning services to create a Community Development Plan, pursuant to Executive Order 418. Executive Order 418 allowed communities to address future growth and development by creating visions, goals, and strategies in four topic areas: natural resources and open space, housing, economic development, and transportation. Four state agencies provided funding for this Plan: the Executive Office of Environmental Affairs, Department of Housing and Community Development, Executive Office of Transportation and Construction, and the Department of Economic Development. The Community Development Plan Committee held four public workshops to gather public input over the course of a year. In April 2004, the Committee presented a draft plan to the Board of Selectmen and solicited feedback from town residents.

Background

Despite the fact that Winthrop is a built out community with virtually no vacant land for future open space creation, the town has a number of open space, natural resource, and recreational assets. Most prominent is the town's coastline, including beaches, the Harbor and Belle Isle Marsh – a state-designated Area of Critical Environmental Concern (ACEC). Workshop participants noted the importance of the recreational opportunities that the town's water resources and beaches provide.

Winthrop, a community of 18,303 residents, has a low proportion of families and high proportion of single person households, non-family households, and aging baby boomers. These demographic characteristics will drive a need for more smaller, easy to maintain units. Roughly 46% of Winthrop's households have incomes below the low to moderate income limits that are appropriate for subsidized housing. However, the affordability gap for single family housing also extends to middle income households. Significant population or household growth is not expected in Winthrop. As housing needs change, needs can mostly be met by adapting and upgrading existing units.

Winthrop has a small base of jobs relative to its population and the current number of jobs is well below its peak levels. Stores, restaurants, and health care facilities that provide services to residents account for half of all the private sector jobs in Winthrop. While these types of businesses provide opportunities for younger workers, the less skilled, and part-time workers, their lower pay and shorter work week contribute to the average wage for Winthrop jobs being only half the regional average. The town has relatively few higher paying office and technical jobs in knowledge-based industries such as information technology or professional services.

Four out of five of Winthrop's working residents commute to jobs in other communities, with almost half working in Boston. In contrast, relatively few people commute into the

town, with 70% of the jobs based in Winthrop being filled by residents. Winthrop residents are increasingly well educated, and likelier to pursue higher paying managerial and professional occupations than in the past. However, the resident workforce still generally trails the Boston region in both regards. Town residents remain in the middle of the region in terms of income distribution.

The contribution of business properties to the tax base is at the low end of suburban Boston communities, and has declined recently due to substantial increases in residential property values.

The transportation element of this study centered on the proposed commuter boat to downtown Boston. The 2001 Winthrop commuter boat feasibility study assumed that almost all of the ridership on a Winthrop commuter boat would consist of trips to or from Winthrop or Deer Island. This study concurred with this finding, but concluded that Deer Island ridership would be lower than estimated in the 2001 study. This study agreed that an intermediate stop at Logan Airport would attract too few riders to offset the inconvenience for downtown Boston riders in terms of longer trip times. Even without an airport stop, the number of Winthrop origins and Boston destinations for which a commuter boat could provide the fastest mass transit alternative would be very limited. In addition, few enhancements to existing pedestrian and bicycle routes in Winthrop would be necessary in conjunction with a commuter boat.

Community Development Plan Map

The Community Development Plan Map (Map 6) shows those recommendations that entail a change in land use in the town. The recommendations for these areas are described below and on the map.

1. Crystal Cove
Consider rezoning to allow mixed use (residential and retail/commercial – including residential above commercial). Build the Harbor Walk. Ensure pedestrian connections to the boat terminal (e.g., maintain sidewalks). The trestle (see below) should be integrated into the Harbor Walk.

2. Veterans Road and Shore Drive Area
Consider rezoning to allow mixed use – housing above retail. Proceed cautiously by limiting the number of such businesses allowed in this particular area since many storefronts are vacant and the area is densely residential. Houses and commercial structures should face both roads, helping to make Veterans Road an attractive thoroughfare. Explore funding programs that offer loans for housing upgrades, in return for affordability restrictions.

3. Dalrymple School
Convert to market-rate condominiums. Consider whether a percentage of the units should be permanently affordable.

4. Belle Isle Marsh Walkway
Create a walkway along the marsh from the cemetery to Route 145 at the East Boston border. The walkway should be included in remediation plans for the landfill.

5. Atlantis Marina / Gateway from East Boston
The town recently rezoned the marina area to allow mixed use development. Its redevelopment will soon be underway by the owner. A Harbor Walk could extend along the water in this area too.

6. Hospital Site
Encourage redevelopment as high end condominiums and consider requiring a minimum percentage of permanently affordable units. The town recommends a maximum of 65 units.

7. Bentley Building Site
Replace the building with 6 single-family houses.

Additional Strategies and Recommendations

Natural Resources and Open Space

- *Trestle.* The portion off of Sea View Avenue could be left as is for residents to enjoy. The portion in Crystal Cove should figure prominently in the Harbor Master Plan and in feasibility studies for a Harbor Walk. The elevation could be raised with additional fill or a pier could be constructed.

- *Belle Isle Creek and Marsh.* Ideas for protecting this area include: an educational program targeting homeowners and businesses that are located in the ACEC; ensure careful scrutiny of potential impacts when projects are proposed within the ACEC; consider rezoning the land in the ACEC to prohibit high risk land uses; ensure that current waterfront uses in this area have all necessary state permits; work with the state to determine solutions to ensuring that the marsh is not stagnant; and work with the State Department of Conservation and Recreation to identify other opportunities to reestablish the marsh.

- *Landfill.* The town should ensure that this issue of the leaking landfill remains in the public eye to gain support for funding when the appropriate corrective action is determined. The town should continue to work with its state legislators to see if state or federal programs could assist with the costs. The town should include plans for a walkway when designing the corrective solution.

- *Morton Street and Fishermen's Bend.* Fishermen's Bend has been improved — the town should ensure that the area is maintained. For the Morton Street area, the

town should pursue violations of local regulations and encourage the state to pursue violations of state regulations.

- *Zoppo Land.* The town should work with the DCR to set a time line for completion of the salt marsh restoration project at this site.

- *Logan Airport.* The town should ensure that payments continue and are adjusted when expansions at Logan increase impacts to the town. The town should ensure that access to the clam flats in this area is not obstructed, develop a shellfish management plan, hire a shellfish constable, and investigate methods for collecting fees from shell fishermen.

Housing

- *Form a Housing Committee or Housing Partnership.*

- *Partner with a Housing Development Non-Profit.* They provide expertise in development and financing, have access to a range of funding sources, and provide an added proactive voice for housing.

- *Continue administrative partnerships with Revere, Chelsea, and others.*

- *Take advantage of new consortium membership to access federal HOME funds as well as housing expertise of neighboring communities and non-profits.*

- *Seek additional funding for Home Improvement Loans.* Over 35 households are currently on the waiting list for housing rehabilitation funds.

- *Take steps to address expiring use properties as affordable housing.* A number of affordable units in Winthrop will "expire." It is critical that the town investigate the status of these units and seek technical advice and assistance.

- *Adapt existing housing stock to meet needs of seniors and handicapped residents.*

- *As the need arises request assistance from the Massachusetts Housing Partnership (MHP).*

- *Explore the Feasibility of Adopting Inclusionary or Incentive Zoning.* "Inclusionary" zoning requires residential developers to provide for affordable housing. "Incentive" zoning provides that developers seeking special permits may receive some sort of beneficial treatment, such as increased density, in exchange for providing affordable housing.

Economic Development

- *Strengthen the town government's role in stimulating economic development.* Alternatives include: a staff position; an Economic Development Committee; closer public-private cooperation; and a review of the town's regulatory processes. The Community Development Plan Committee also suggested that the town consider having an appointed Planning Board rather than an elected board.

- *Winthrop Center.* Appoint a public-private group to identify near-term remedies to the parking issue. Work with business and property owners to ensure that businesses remain viable. Explore options for improving the appearance of auto-related businesses. Determine what barriers have prevented properties in the center from adding second floor housing units.

Commuter Boat Study

- ***The terminal at the Public Landing should be equipped with secure, weather-protected bicycle-storage facilities.***

- ***A crossing guard should be posted at the intersection of Shirley Street and Washington Avenue to assist pedestrians and bicyclists during the initial phase of boat operation.*** After this phase is complete, the need for this guard should be reassessed, and consideration given to the installation of new traffic signals.

- ***The existing bus network in Winthrop should be modified or supplemented with additional trips and routings to provide more seamless connections with boats from throughout the town.***

INTRODUCTION

In late 2002, Winthrop was granted $30,000 in planning services to create a Community Development Plan, pursuant to Executive Order 418. Executive Order 418 allowed communities to address future growth and development by creating visions, goals, and strategies in four topic areas: natural resources and open space, housing, economic development, and transportation. Four state agencies provided funding for this Plan: the Executive Office of Environmental Affairs, Department of Housing and Community Development, Executive Office of Transportation and Construction, and the Department of Economic Development.

The town created a Community Development Plan Committee to guide this process and hired the Metropolitan Area Planning Council (MAPC) and the Central Transportation Planning Staff (CTPS) as its consultants. Over the course of a year, the Committee hosted four public workshops:

- Town-Wide Visioning Workshop, June 5, 2003;
- Natural Resources and Open Space Workshop, August 21, 2003;
- Housing Workshop, November 19, 2003; and,
- Economic Development Workshop, January 8, 2004

In April 2004, the Committee presented a draft plan to the Board of Selectmen and solicited feedback from town residents.

This study summarizes data on the four elements, presents the results of the various workshops, and recommends strategies to reach the town's goals. Throughout this report, we provide perspective on trends in Winthrop by comparing the town to larger geographic regions. Often we refer to the "MAPC region." This is the area covered by the Metropolitan Area Planning Council and includes the 101 communities of metropolitan Boston from Cape Ann to Duxbury and from Boston out to Bellingham, Marlborough, Littleton and other communities along Interstate 495. We also refer to the "subregion", which in Winthrop's case, is the Inner Core subregion. The subregion is a subset of MAPC and includes 24 communities: Arlington, Belmont, Boston, Braintree, Brookline, Cambridge, Chelsea, Everett, Holbrook, Lynn, Malden, Medford, Melrose, Milton, Nahant, Newton, Quincy, Randolph, Revere, Saugus, Somerville, Waltham, Watertown, and Winthrop.

VISION

Winthrop is a hidden jewel of the north shore. The town will continue to feel like a small-town oasis in a heavily urbanized area, while offering convenient access to Boston and other areas to the north. The town will retain its small-community atmosphere, where everyone knows everyone and feels secure.

Winthrop will have well-maintained parks, recreational facilities, and numerous opportunities for waterfront access. Critical resources, such as Belle Isle Marsh, will be protected to the maximum extent possible. The town's many small beaches will be revitalized and access to them will be improved. Residents and visitors will have many recreational opportunities including waterfront activities and activities at a recreation / community center.

Winthrop's established neighborhoods will continue to be attractive places to live, with strong identities and a high quality housing stock. The town's housing stock will provide affordable options for diverse populations and for all income levels. Homeownership will increase due to first-time homebuyer programs. The town will work to decrease the number of illegal apartments.

The town, Chamber of Commerce, and businesses will work together to improve communication and cooperation. Together, they will work to promote and maintain Winthrop's waterfront, encourage redevelopment around the harbor and in other commercial areas, address parking and traffic issues, and ensure that local businesses are supported. Development will be compatible with and take advantage of the outstanding natural assets of Winthrop's seaside location – its harbor, beaches, and marshes.

Roads will continue to be maintained. Residents will receive timely and clear information on road closures during storms. Parking will be organized and parking rules will be enforced, thereby improving access to local businesses.

Specific congestion points will be addressed, some by working with East Boston. Better transit service will also help to reduce congestion. Transit will be intermodal, convenient, and accessible. Updated and smaller buses will serve Winthrop. Residents will be able to take the bus to other key points such as to Wonderland and Lynn. The ferry also will provide additional opportunities for carless travel to and from Winthrop. Residents and visitors will be able to get to the ferry terminal and elsewhere in town without a car. Sidewalks will be safe, maintained, accessible, and passable.

Overall, the town will proactively plan for its future through long-range community planning, long-term financial planning, and with a capital improvement plan. Those public entities whose actions affect the town, such as MassPort and the MWRA, will actively work with the town to address issues of concern.

NATURAL RESOURCES AND OPEN SPACE

Key Findings

- Winthrop is a built-out community meaning that there is virtually no vacant land that can be developed under the town's current zoning regulations. This also means that opportunities to expand Winthrop's acreage of open space or recreation is severely limited. In built-out towns, open space goals usually center around maintaining and enhancing existing open space and recreational areas. In rare instances, redevelopment or demolitions could present opportunities for additional open space.

- Winthrop's key natural asset is its coastline and water access.

- Belle Isle Marsh, partially located in Winthrop, is a state-designated Area of Critical Environmental Concern (ACEC) and is the last remaining salt marsh in Boston.

- Existing recreational facilities include numerous public beaches, a golf course, a public boat landing, an indoor skating rink, tennis courts, ball fields, a youth center, a senior center and playgrounds.

- Winthrop is currently developing an Open Space Plan. That plan will provide strategies for maintaining and enhancing Winthrop's open space and recreational facilities.

- The town has applied for funding to study the feasibility of a harbor walk at Crystal Cove.

Results of Natural Resources and Open Space Workshop

Approximately 15 persons attended the August 21st Natural Resources and Open Space Forum at the Winthrop Senior Center.

Attendees revisited the results from the June Visioning Workshop that related to open space and natural resources and suggested additional goals and specific environmental issues that they felt the town should address. Attendees prioritized by voting on the top three goals and top three environmental concerns.

Workshop participants then brainstormed on specific open spaces or natural areas that they felt the town should work to enhance in the future. They worked off maps that showed natural resources and existing open space. Each attendees was given 5 dots, worth $10,000 to spend in an area. The top three results were considered the priority areas for action.

Overall Goals for Open Space and Recreation

- Upgraded maintenance of parks, ongoing maintenance of ball fields (8 votes)
- Town should take a lead role at state Dept. of Conservation and Recreation (DCR) site – Zoppo land (8 votes)
- Trestles are opportunities (8 votes)
- Acquire and develop Mirak space (7 votes)
- Better pedestrian and bicycle connections (4 votes)
- Listing of public access ways (4 votes)
- Access to beaches (stairs) (2 votes)
- Revitalization and access to small beaches (2 votes)
- Morton Street DCR property (2 votes)
- Program waterfront activities (1 vote)
- Input to state decisions on open space (Belle Isle Reservation) (1 vote)
- Long term protection of golf course as green (1 vote)
- Need second access drive to Kennedy Drive (school with recreational facilities) (1 vote)

Natural Resource Issues

- Protect Belle Isle Creek/Marsh (15 votes)
- Address leaking landfill (14 votes)
- Prevent erosion and sedimentation in harbor (7 votes)
- Make better use of and protect clam flats (3 votes)
- Better management of Lewis Lake tide gate (1 vote)

Suggested Locations for Open Space or Natural Resource Protection (Refer to Map 3 for locations)

- Morton Street and Fishermen's Bend – clean up rear of properties that abut the open space (#5, 6 on map) – 12 votes
- Mirak property (#1 on map) – 11 votes
- Commercial waterfront properties – work with owners when they redevelop to improve waterfront access with walkways (#3, 4 on map) – 11 votes
- Landfill / recreation area (#10 on map) – 11 votes
- Logan Airport (#7 on map) – 11 votes
- Town Center gateway – clean it up (#8 on map) – 5 votes
- Metcalf Square (#12 on map) – 3 votes
- Atlantis Marina (#2 on map) – 3 votes
- Ingelside Park flooding issues (#9 on map) – 3 votes
- Miller Field (#11 on map) – 2 votes

HOUSING

Key Findings

- Winthrop's low proportion of families and higher proportion of single person households, non-family households, and aging baby boomers will drive a need for more smaller, easy to maintain units.

- Winthrop's housing stock is old. Reuse and rehabilitation can be costly and lead paint may be a concern in many of Winthrop's housing units.

- Roughly 46% of Winthrop's households have incomes below the low to moderate income limits that are appropriate for subsidized housing.

- The affordability gap for single family housing extends to middle income households.

- There is a current need for at least 208 subsidized units to achieve 10% affordability.

- Significant population or household growth is not expected in Winthrop. As housing needs change, needs can mostly be met by adapting existing units. Despite the fact that Winthrop is built-out, there are opportunities to produce housing units to meet the needs of Winthrop's current and future residents.

Assessment of Housing Demand

Recent Population and Household Trends

Population trends are among the key factors driving housing demand. After experiencing a 6% decrease from 1980 to 1990, Winthrop's population grew 1% from 1990 to 2000, reaching 18,303 persons. This growth rate is much lower than the region's growth rate of 5% during that same decade. Based on projections, Winthrop's population can be expected to decline again (4%) over the next 20 years. Meanwhile, growth in the number of households in Winthrop outpaced population growth from 1990 to 2000. Projections indicate that the number of households may fluctuate over the next twenty years. Winthrop's household size shrunk from 2.38 persons per household in 1990 to 2.33 in 2000. This reflects national trends, where household size is shrinking, resulting in more households.

Figure 1. Population and Household Trends and Projections, Winthrop.

Year	Population		Households	
	#	% Change	#	% Change
1980	19,294	--	--	--
1990	18,127	-6%	7,606	--
2000	18,303	1%	7,843	3%
Projected:				
2010	17,582	-4%	7,658	-2%
2020	17,590	0%	7,783	2%

Sources: U.S. Census and MAPC.

In 2000, Winthrop had 13.9 persons per acre. This density is slightly higher than the subregion which has 11.7 persons per acre and substantially denser than the region, which has 3.3 persons per acre.

In 2000, 58% of Winthrop's households were family households – i.e., two or more inhabitants were related. Conversely, 42% of the households were non-family households – these include single-person households and roommate situations. These percentages are comparable to 1990.

Compared to the region, Winthrop has a higher proportion of persons living alone, a higher proportion of households with someone age 65 or older, a smaller proportion of married-couple households and a smaller proportion of households with children. Six percent of Winthrop's households are headed by a single parent, representing an increase of 24% since 1990. Just over 240 Winthrop residents live in group quarters, mostly in nursing homes.

Figure 2. Breakdown of Household Type in Winthrop, 2000.

	% of Total Households	
Type of Household	**Winthrop**	**Region**
Families	58%	61%
All Married-Couple Families	43%	47%
Single-person Household	33%	30%
Married & Single-Parent Households With Children under 18	25%	31%
All Households with Persons Age 65+	27%	24%
Non-Family Households	42%	39%

Source: U.S. Census.

Analyzing the age composition of residents helps to identify current and future housing needs. To show this relationship, we clustered age groups to relate them loosely to various stages in the housing market. For example, the age 20 to 34 age group tends to

form households for the first time and is likely to rent or to buy a smaller starter home. The trade-ups (age 35 to 54) have generally accumulated more wealth, may have a larger family, and often drive the need for larger and more expensive homes in a community. The empty nesters (55-64) are called such because often their children are grown and have moved out, so they are ready to downsize to smaller, easier to maintain units. Lastly, the early (65-74) and "wiser" (75+) seniors have special housing needs also. Some prefer to move back in with family, some may continue to live on their own (but may wish to downsize and be near transit and services), and some may find it necessary to move to assisted living facilities or a nursing home. If these members of the various age groups can not find housing in Winthrop to meet their needs, they may have to leave the community.

From 1990 to 2000, Winthrop saw:

- An increase in school-age children, indicating an increased demand for family housing.

- A decrease in the household formation age group. Winthrop is not alone in this trend – this age group has decreased in the region also.

- Large growth in the middle years (35 to 54), putting pressure on the trade-up market.

- The older population remained relatively stable.

The projections indicate that Winthrop's household formation group could increase again by 2020 and that the trade-ups may decrease. A decrease in this latter group could open up more family housing units for younger families or provide opportunities to subdivide large homes to meet the needs for smaller units. The projections also indicate an increase in empty-nesters and early seniors.

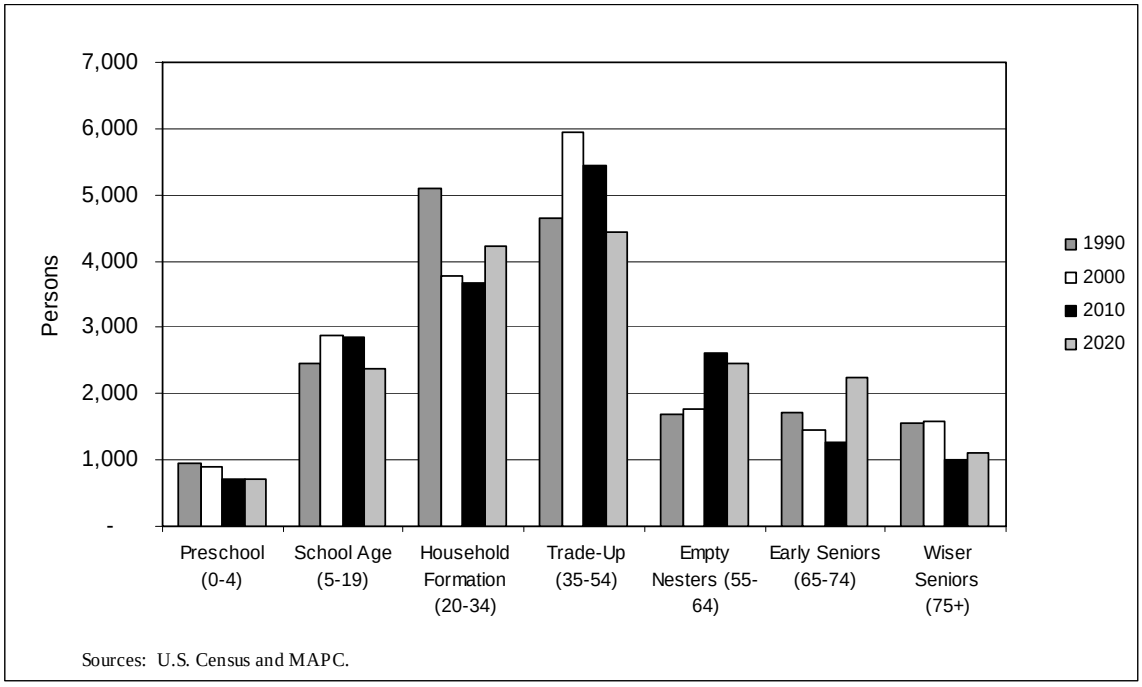
Almost 20% of Winthrop's population has a disability, as reported in the 2000 census. The majority (63%) of those with a disability are between the ages of 21 and 64 years, roughly one third are age 65 or older, and the remaining 5% are ages 5 to 20.

Housing Demand – What will the Future Bring?
While population and household trends may not necessitate an increase in the number of units, new types of units may be needed due to changing demographics. Specifically:

- The relatively high proportion of non-family and single person households will likely drive a need for smaller units.

- An increase in empty nesters and early seniors may fuel a need for smaller units that are easy to maintain.

Figure 3. Winthrop's Age Groups – Trends and Projections.



Sources: U.S. Census and MAPC.

Figure 4. Number of Winthrop Residents in Each Age Group, 1990 and 2000 (table)

	1990	2000
Preschool (0-4)	942	906
School Age (5-19)	2,449	2,867
Household Formation (20-34)	5,094	3,790
Trade-Ups (35-54)	4,658	5,945
Empty Nesters (55-64)	1,698	1,771
Early Seniors (65-74)	1,726	1,443
Seniors (75+)	1,560	1,581

Sources: U.S. Census and MAPC.

Housing Supply Inventory

Quality and Characteristics of Winthrop's Housing

The number of housing units in Winthrop increased by 6% from 1980 to 1990 and then leveled off from 1990 to 2000, reaching 8,067 units. By contrast, the number of housing units in the region grew by 5% from 1990 to 2000. Vacancy rates were substantially lower in 2000 than in 1990. In 2000, only 3% of Winthrop's housing units were vacant; this rate equals the region's rate. Twenty-five percent of the vacant units were for seasonal use.

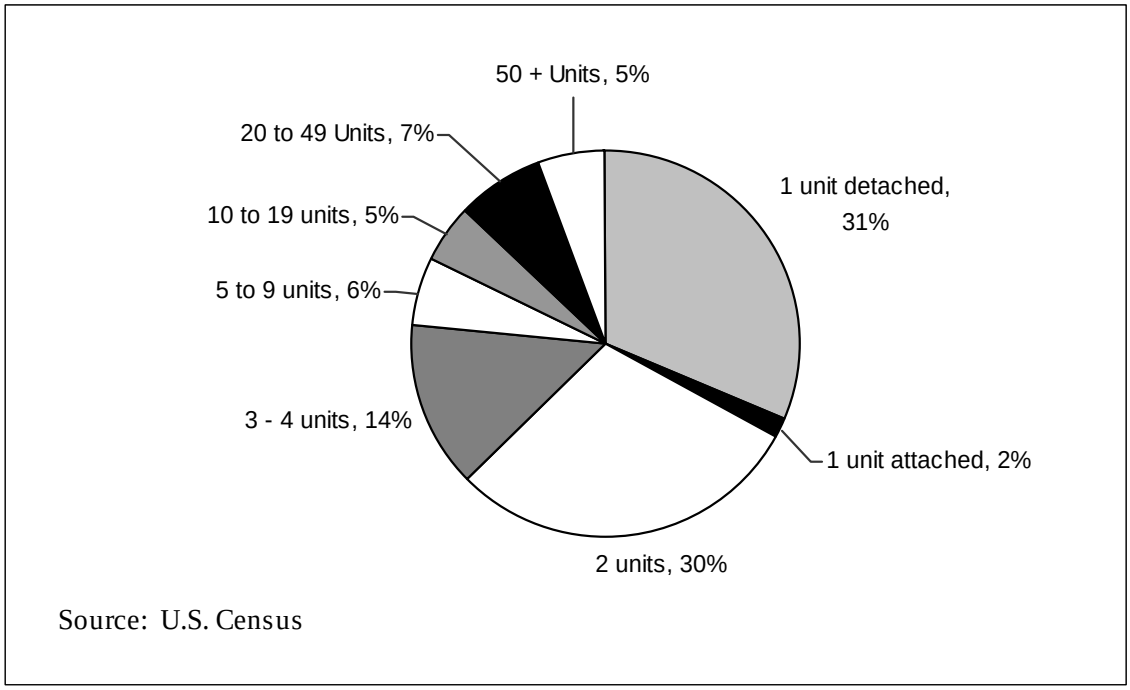
Figure 5. Change in Housing Units and Vacancy Rates, Winthrop.

Year	Housing Units #	Housing Units % Change	Vacancy Rates All Units	Vacancy Rates Rentals	Vacancy Rates Homeowner
1980	7,641	--	--	--	--
1990	8,113	6.2%	6%	7.4%	1.5%
2000	8,067	-0.6%	3%	2%	0.4%

Source: U.S. Census.

Winthrop provides a wide range of housing types. Only one-third of Winthrop's housing units are single-family units. This proportion is less than the region, where 48% of the units are attached or detached single-family and slightly less than the subregion (29% single family). Thirty percent of Winthrop's housing units are located in two-family houses – this is higher than the subregion (19%) and region (14%). A substantial proportion of Winthrop's housing is in larger multi-family structures.

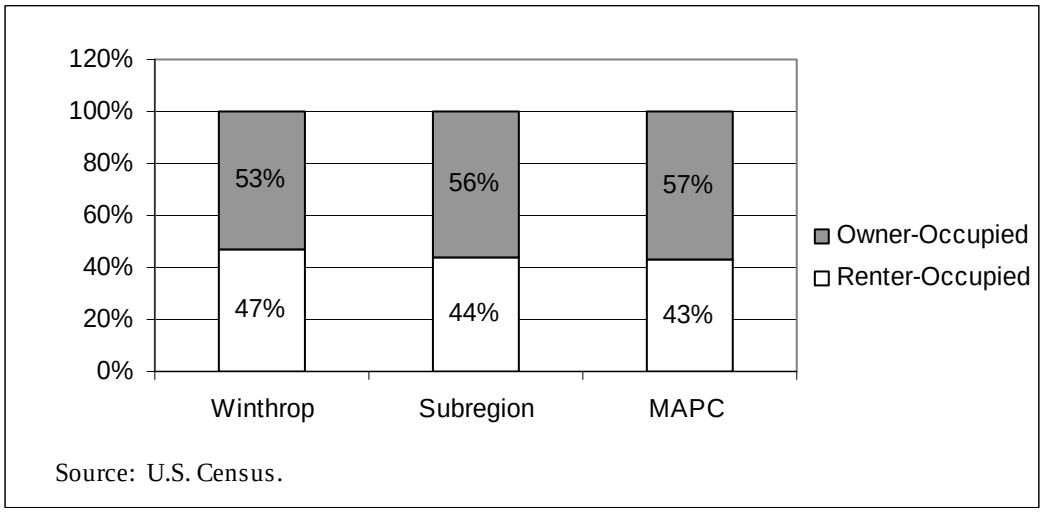
Figure 6. Type of Structure that Housing Units are in, Winthrop, 2000.



Source: U.S. Census

Winthrop has seen its owner-occupancy percentage increase from 47% in 1980 to 53% in 2000. According to the building department, Winthrop has seen a trend of converting rental units into condominiums, thereby reducing the percentage of rental units in Winthrop. Winthrop has a slightly lower percentage of owner-occupied units when compared to the subregion and region.

Figure 7. Housing Tenure, Winthrop, Subregion, and Region, 2000.



The town has many, perhaps a hundred or more, illegal apartments. Despite an amnesty program in 1994, the problem continues. While illegal apartments likely offer more affordable rental options in Winthrop, many of these units may have difficulty meeting codes and could present serious safety hazards to their occupants. Also, because the town can only speculate about how many of these units exist, it is difficult for the town to fully understand the housing needs of its residents or to benefit from the revenues the units would generate.

Winthrop's housing stock is old. Two-thirds of the housing units were built prior to 1940. These older houses can mean a need for rehabilitation (including upgrades to meet current building codes), and repairs. Furthermore, 85% of the units were built before 1970, when lead paint laws were enacted. This may indicate a need for lead paint removal or abatement. According to the Building Department, the town sees a fair number of updates and additions to existing units – particularly additions that add value to the house such as adding a bedroom. The town currently offers loans for rehabilitation, with affordability restrictions. Nine loans have been granted under this program and 35 households are on a waiting list.

Issues related to upkeep of the housing stock were mentioned at public workshops. In some cases, a combination of absentee landlords, neglectful maintenance, and transient tenants may play a role in this problem.

Figure 8. Age of Housing Units in Winthrop, 2000.

Year Built	# of Units	% of Total Units
1939 or earlier	4,827	60%
1940-1949	800	10%
1950-1959	743	9%
1960-1969	490	6%
1970-1979	760	9%
1980-1989	345	4%
1990 - March 2000	102	1%

Source: U.S. Census.

Winthrop's current zoning bylaw provides for opportunities for new two-family and multi-family dwellings. Provisions include:

- Mixed use by special permit;
- Two-family detached or duplexes are permitted by right in all residential districts;
- Garden apartments and attached dwellings are allowed by special permit in some residential districts;
- Mid-rise apartments are allowed by special permit on one residential district;
- A single family structure can be converted into two units, provided certain requirements are met; and,
- Nursing homes are allowed by special permit in business and industrial districts.

Housing Supply – What will the Future Bring?

Due to the lack of vacant, developable land in Winthrop, most new units would be multifamily units through re-use of existing buildings or sites.

In 2000, MAPC conducted Build-Out Analyses for communities in the region. A Build-Out Analysis estimates the amount of development and related impacts if all land in a community is developed according to the current zoning by-law. In Winthrop, the analysis only looked at the redevelopment of the hospital site and assumed that 83 more units could be added to that site. This number was based on a proposal being considered by the town at that time. In addition, a small number of units could probably result from the reuse of a handful of vacant buildings.

The value of the housing stock will likely continue to increase due to improvements made by homeowners and overall trends in eastern Massachusetts. A continuation of conversions of rental units to condominiums would open up more ownership opportunities, but would make it more difficult for low and moderate income households

to live in Winthrop. The result could be an increase in the proportion of middle and upper income households.

Due to the age of the housing stock, there will be a continued need for rehabilitation. The current need for at least 35 more improvement loans for low and moderate income households indicates a current and future need for rehabilitation.

Affordable Housing Inventory

M.G.L. Chapter 40B, Sections 20-23 is a state statute that enables local Zoning Boards of Appeals (ZBAs) to issue a single "comprehensive permit" for residential developments that include affordable housing, even if the proposal does not conform to local zoning requirements. The law, also known as the Comprehensive Permit or "Anti-Snob Zoning" Law, sets a goal of 10% low-to-moderate income housing in each community. If communities with less than 10% deny a comprehensive permit or set excessive conditions for approval, the proponent may appeal to the state, which can order the Zoning Board of Appeals to issue the permit. The purpose of this 1969 law is to address the shortage of affordable housing statewide by reducing unnecessary barriers erected by local zoning and other restrictions.

According to the state's Subsidized Housing Inventory, which officially keeps track of all housing that qualifies under M.G.L. Chapter 40B, 593 housing units in Winthrop are considered affordable – this equals 7.4% of the year round housing stock. Subsidized units in Winthrop include:

- The Housing Authority owns approximately 430 units. Most (78%) are one-bedroom units for elderly. Roughly 20% are two to three bedroom units for families, and the remaining 3% are for disabled or special needs populations.

- Another 150 +/- units are privately owned, including the Fort Heath units, located on Pond Street.

Winthrop needs 208 more units to reach the state's 10% affordable housing goal. However, when new market-rate units are created, the number of affordable units needed to maintain 10% increases. Another hindrance to meeting the 10% goal are the "expiring" units. These are properties built under programs that require affordability only for a fixed number of years, after which owners may choose to sell or rent the units at market rate. As a result, 150 affordable units at Fort Heath may expire in 2018. While it is possible that some of these units will still be kept affordable, there is no guarantee. A community may need to take action in advance to keep these units affordable.

Figure 9. Subsidized Housing Gap in Winthrop

Total Year-Round Units	8,009
Subsidized Units (on DHCD list)	593
10% Goal	801
Deficit	208

Source: Mass. Dept. of Housing and Community Development, Feb. 2003.

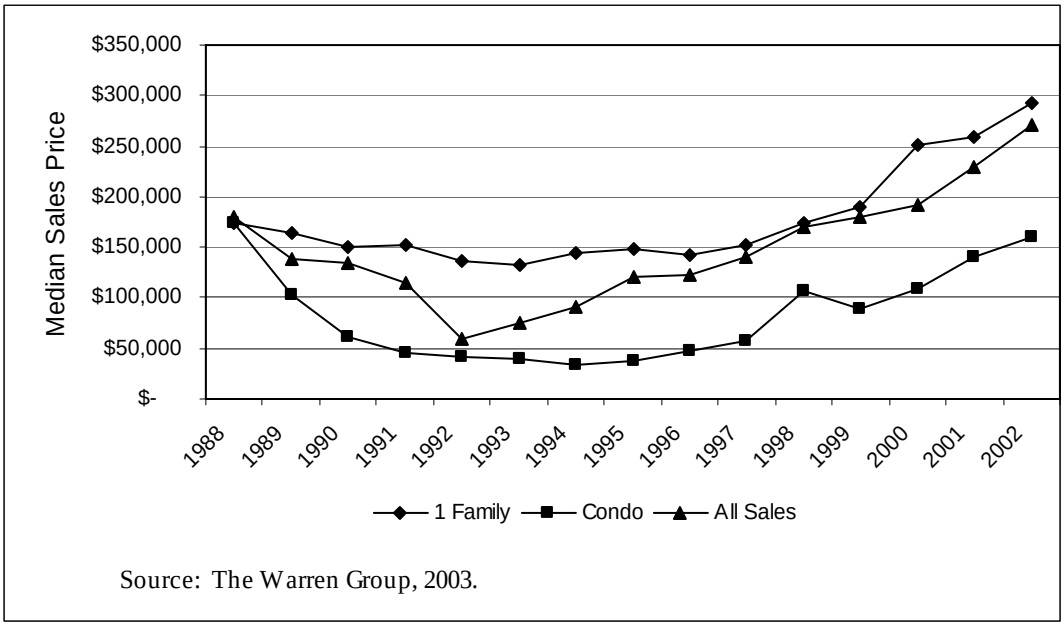
Linking Supply, Demand and Affordability

When housing prices increase at a faster pace than incomes, housing becomes less affordable for all income groups and this can be particularly challenging for low and moderate income households. When people are spending too much for housing, it becomes difficult for employers to attract new workers, residents have fewer dollars to spend in the community, and some may ultimately leave the community. Even middle-income households today are struggling to afford the median housing prices in Winthrop. But clearly, lower income households struggle more.

The Cost of Buying a Home

Winthrop has seen its housing sales prices increase substantially from the late 1990s though the present. The median sales price for a single family house reached $292,000 and condominiums reached $160,000 in 2002. Compared to the 23 communities in the subregion, eleven communities had lower median sales prices for single family houses and three communities had lower median sales prices for condominiums.

Figure 10. Median Home Sales Prices, Winthrop.



Source: The Warren Group, 2003.

Figure 11. Median Sales Prices for Subregion, 2002

Community	Single Family House
Lynn	$220,000
Holbrook	$227,250
Chelsea	$235,000
Randolph	$245,000
Revere	$249,500
Everett	$259,500
Malden	$277,000
Braintree	$285,000
Quincy	$290,000
Saugus	$290,000
Winthrop	**$292,500**
Medford	$323,000
Somerville	$330,000
Waltham	$340,000
Melrose	$344,000
Milton	$365,000
Watertown	$374,000
Arlington	$400,000
Nahant	$410,000
Newton	$575,000
Cambridge	$587,500
Belmont	$600,000
Brookline	$775,000

Community	Condominium
Everett	$150,000
Lynn	$155,250
Winthrop	**$160,000**
Holbrook	$180,000
Revere	$184,400
Chelsea	$184,500
Randolph	$189,700
Melrose	$190,000
Malden	$199,900
Nahant	$210,000
Quincy	$220,000
Saugus	$239,950
Braintree	$245,000
Medford	$250,000
Waltham	$260,000
Arlington	$299,700
Watertown	$300,000
Somerville	$310,000
Belmont	$310,000
Cambridge	$343,750
Milton	$364,000
Brookline	$369,000
Newton	$369,900

Note: Boston excluded because data is only available by neighborhood.
Source: The Warren Group.

We analyzed whether Winthrop's housing stock is affordable to residents of the region that are moderate or middle income. We focus on moderate and middle income households, since it can be assumed that housing needs for low income can be met best by rental housing. A rule of thumb is that a household can afford a house that is no more than 2.5 times the household income.

Data from 2002 indicates that a moderate income household in the region (which earns up to $62,650) can afford a house priced up to $157,000. Winthrop's median sales price in 2002 was $292,500 for a one-family house – or almost $140,000 more than what the region's moderate income households could afford. The town's median sales price for a condominium in 2002 was $160,000. This would be considered affordable for those households in the region in the higher spectrum of the moderate income category.

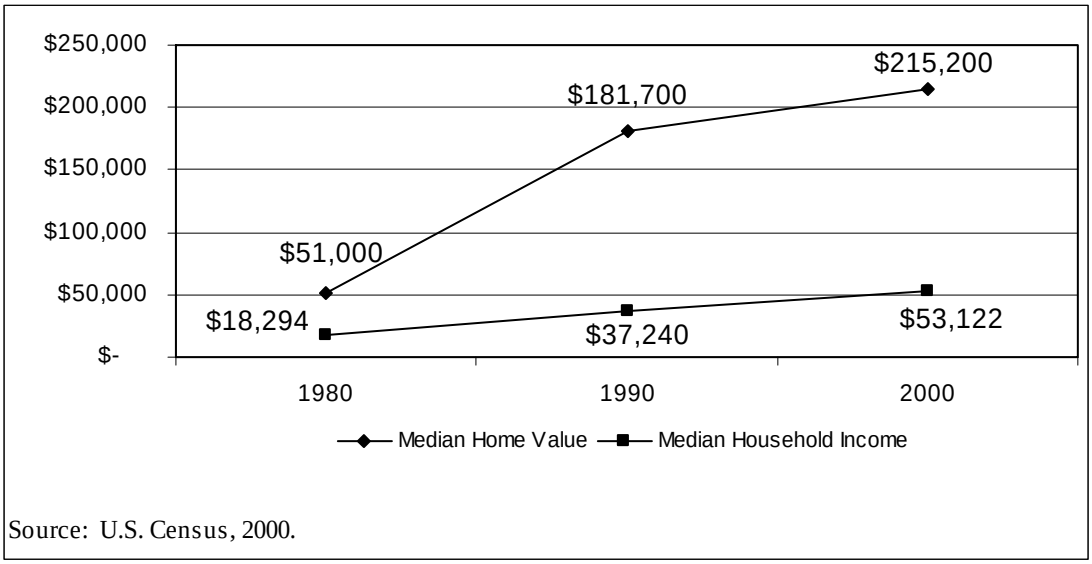
Middle income households in the region (earning up to $121,200 in 2002) could afford a house priced up to $303,000. It appears that, in 2002, the median sales prices for Winthrop's single family units were affordable only to those at the upper limits of the

middle income category and condominiums appear to be affordable for all in the middle income group.

We also analyzed whether Winthrop's housing stock is affordable to Winthrop's residents. Figure 12 compares the median home value (as reported by homeowners in the census) to Winthrop's median household income. The gap was wider in 2000 than it was in 1980. This chart shows that housing values were four times the median household income in 2000 – i.e., an affordability gap of $82,000. In 1980, the median housing price was only 2.8 times the median income. Figure 13 shows that all communities in the subregion exceeded the 2.5 rule of thumb in 2000.

Another way to analyze affordability is to see how many households are paying 30% or more of their income toward a mortgage – this is considered the maximum percentage that a household can afford to pay. By this standard, the 2000 Census indicates that 22% of Winthrop's home owners can not afford their mortgage.

Figure 12. Housing Affordability Gap in Winthrop.



Source: U.S. Census, 2000.

Figure 13. Ratio of Median Housing Value to Median Income in Subregion, 2000

Community	Ratio	Community	Ratio
Holbrook	2.7	Arlington	4.4
Randolph	2.9	Nahant	4.5
Braintree	3.4	Watertown	4.5
Milton	3.6	Revere	4.5
Saugus	3.7	Somerville	4.6
Malden	3.9	Waltham	4.6
Lynn	3.9	Boston	4.8
Quincy	3.9	Chelsea	4.9
Everett	4.0	Newton	5.1
Melrose	4.1	Belmont	5.6
Winthrop	**4.1**	Cambridge	8.3
Medford	4.3	Brookline	9.0

Source: U.S. Census, 2000.

The Cost of Renting

The affordability of rental units is another important factor to evaluate. The census shows that median monthly rents in Winthrop were $302 in 1980, $681 in 1990, and $824 in 2000. Rents as reported in the census seem low – they are as reported by tenants in 1999 and reflect rents paid by in-place tenants who may be long term and have rents that rise only incrementally from year to year. Newcomers seeking market rentals today most likely face considerably higher rents. When compared to the subregion, Winthrop falls in the middle in terms of rent prices.

Figure 14. Median Rents in Subregion, 2000

Community	Rent	Community	Rent
Lynn	$608	**Winthrop**	**$824**
Chelsea	$695	Milton	$830
Holbrook	$703	Nahant	$840
Revere	$726	Randolph	$863
Everett	$729	Waltham	$869
Saugus	$735	Somerville	$874
Braintree	$738	Arlington	$934
Melrose	$760	Cambridge	$962
Malden	$777	Watertown	$1,048
Boston	$803	Newton	$1,083
Quincy	$808	Belmont	$1,141
Medford	$819	Brookline	$1,262

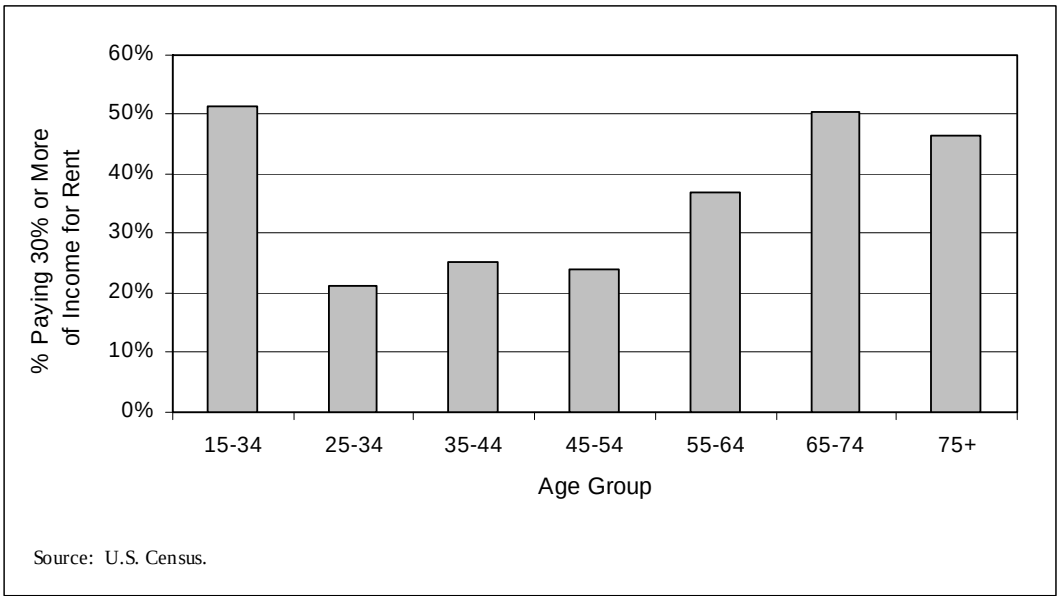
Source: U.S. Census, 2000

The 30% affordability rule discussed above applies to renters also – a household should not be paying 30% or more of its income towards rent. According to the 2000 Census, 33% of renters in Winthrop are paying too much.

Housing Cost Impacts and Housing Needs

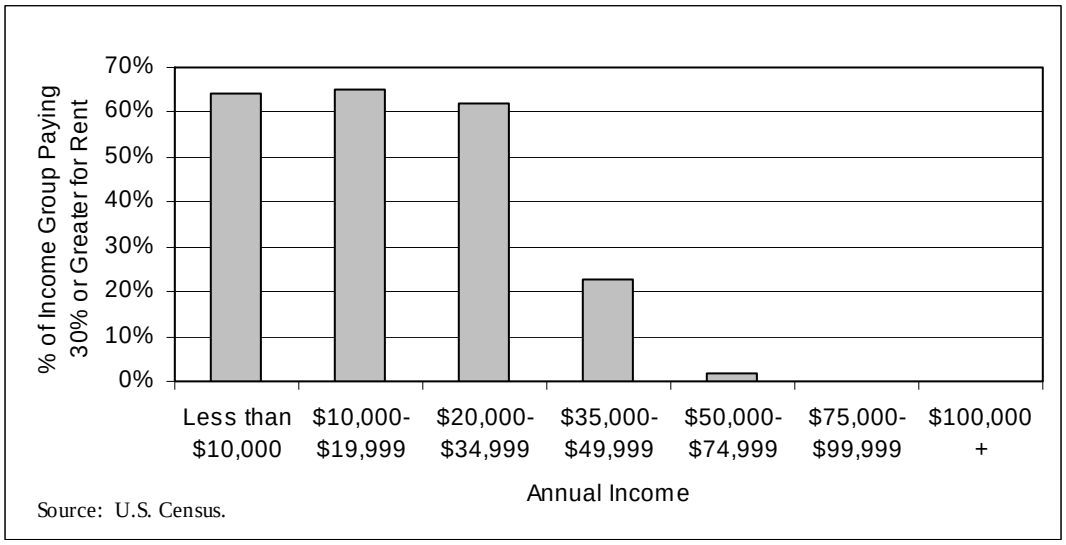
High housing costs have the most severe impacts on those on the lowest rung of the income ladder. Figures 15 and 16 show which age groups and income groups are paying too much for rent in Winthrop. Large percentages of younger residents, older residents, and households that earn less than $35,000 per year are most burdened in Winthrop.

Figure 15. Rent-Burdened Tenants by Age Group, Winthrop, 2000



Source: U.S. Census.

Figure 16. Rent-Burdened Tenants by Income Group, Winthrop, 2000.



It comes as no surprise that homeowners have a higher median income than renters. While homeowners in Winthrop had a median annual income of $65,971 in 2000, renters had a median of $41,560. Those over age 75 had an even smaller median, at $28,633.

Figure 17. Median Household Income by Type of Household, Winthrop, 2000.

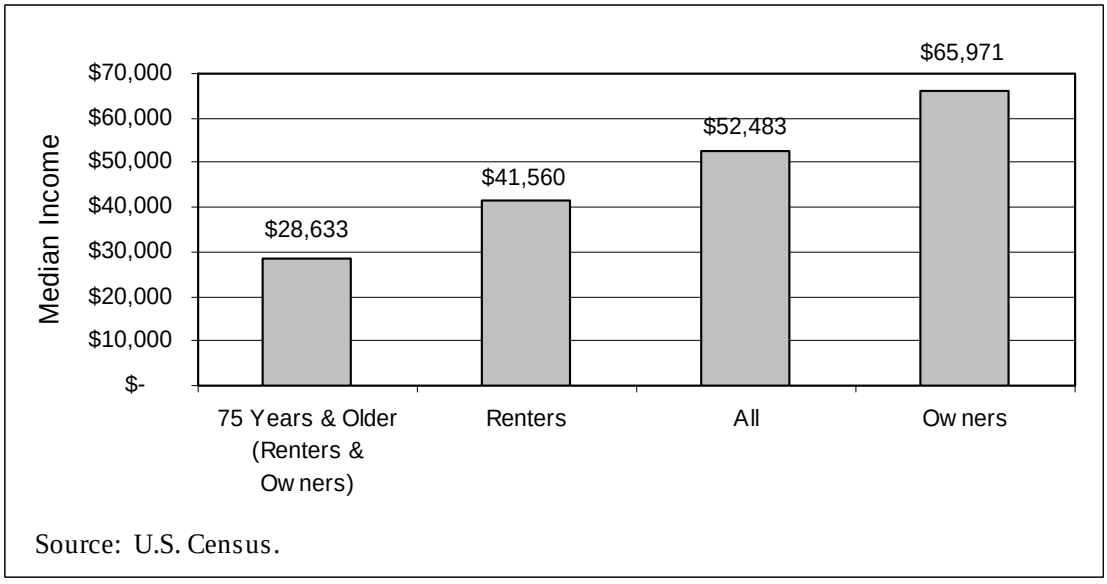
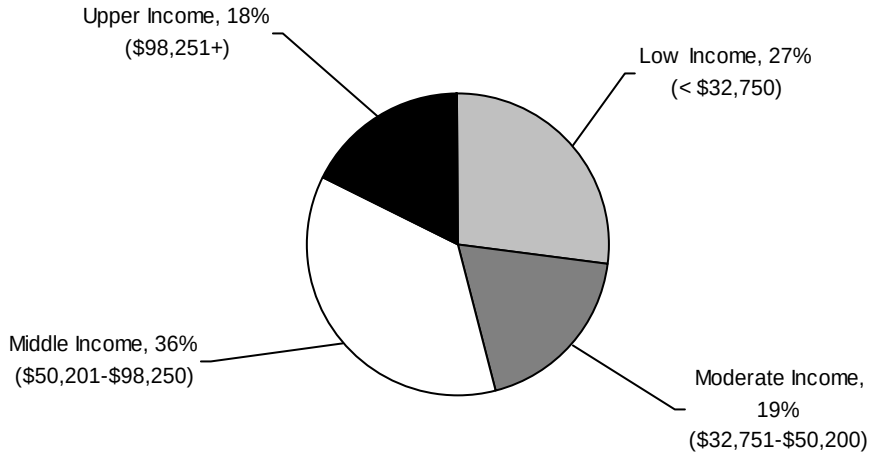


Figure 18 indicates that Winthrop is a mixed-income town. In 2000, Winthrop's median annual income was $53,122. Approximately 46% of Winthrop's households were considered low to moderate income in 2000. These figures have not been adjusted for

family size. The Federal Department of Housing and Urban Development also provides data on the number of persons that are low to moderate income. According to 2000 data, 35% of the town's population is low to moderate income.

Figure 18. Estimated Percentage of Households in Each Income Group in Winthrop, 2000.



Note: Not adjusted for family size.
Source: Estimates based on U.S. Census.

Housing Profile Summary and Conclusions

High demand and limited supply have cut vacancy rates and forced up the costs of both owning and renting a home in eastern Massachusetts. Winthrop is experiencing the same effects, making it difficult for many to afford to move to or remain in the town.

Winthrop's future housing demand will likely focus on the need for smaller, affordable units to accommodate empty-nesters, elderly, and non-family households. Due to the lack of developable land and age of the existing housing stock, most opportunities for creating new units will likely be through renovation, rehabilitation, and redevelopment. Providing additional affordable housing options will remain an important need for Winthrop's residents given the high percentage of low and moderate income households. The affordability analysis also indicated a need for more affordable homes for middle income residents.

Results of Housing Workshop

Based on the results of the housing break-out group at the town-wide visioning workshop held in June 2003, MAPC developed a vision statement for housing in Winthrop. The Community Development Plan Committee reviewed and edited the statement.

The Community Development Plan Committee sponsored a housing workshop on November 19, 2003 at the Winthrop Senior Center. Eleven persons attended. MAPC presented detailed background data and attendees brainstormed and prioritized overall goals for housing in Winthrop. Attendees identified areas in town where housing needs could be met and described what they would like to see occur in those areas. MAPC then reviewed each area and concept and asked attendees to raise their hand if they thought the town should explore that particular idea. If two-thirds of attendees raised their hand, the concept was determined to be a priority for consideration.

Potential Locations for Housing Development
At least two-thirds of attendees at the Winthrop Housing Forum agreed that the following ideas for housing development should be explored by the town. Map 4 depicts these locations. Ideas that did not receive two-thirds support are also listed on the map and in the appendix.

- Hospital (#1 on map) – maximum of 65 units, affordable and market rate condos.
- Bentley Building Site (#2 on map) – across from hospital. Assisted living.
- Dalyrmple School (#3 on map) – market rate condos.
- Potential developable land along Shirley Street / Veterans Road / Community Building (#4 on map) – mixed use.
- Side Streets from Shore Drive to Shirley Street (#5 on map) – upgrade existing housing stock.
- Crystal Cove (#6 on map) – mixed use, keep marina, more development possible.
- The Strand – Shirley Street (#7 on map) – upgrade existing housing stock.

Overall Housing Goals

- Work to get state to recognize Winthrop's limitations regarding housing production (7 Votes)
- Create first-time homebuyer opportunities (6 Votes) [The town is already meeting this goal]
- Encourage proper development of vacant buildings for housing (6 Votes)

- Upgrade housing quality, require annual inspections of rentals (5 Votes) [A more feasible approach may be to require inspections between tenants].

- Develop a plan to handle illegal apartments. Code and health inspections should be coupled with policies that bring them up to code and protect tenants. Could help toward 10% affordable goal (4 Votes)

- Find ways to include affordable units in all new development (e.g., hospital, school) (2 Votes)

- Facilitate housing so long-term residents can remain (e.g., tax stabilization subsidies for long-term) (1 Vote)

- Provide, support assisted living so older residents can stay (1 Vote)

- Give preference to people who live or work in town (for new development) (1 Vote)

Seizing Opportunities and Overcoming Barriers

Winthrop's ability to preserve its housing and create new housing to meet its needs depends upon many factors, including available land and buildings, funding, staff, public awareness, political will, organizational resources, laws, regulations, policies, programs, and market forces.

Winthrop has certain housing assets in place already, including the presence of a housing authority and a town-employed grants coordinator. Winthrop's convenient location and coastline make the community attractive to live in. The town is completing construction of a new school, which is important to residents and prospective residents that have children. Winthrop has transportation, water, and sewer infrastructure in place. The town is also taking initiative to improve home-buying opportunities by working jointly with a non-profit entity.

In addition, the town currently offers housing rehabilitation loans in exchange for temporary affordability restrictions; has contractual agreements with neighboring communities for administrative assistance; and will be joining the North Suburban HOME Consortium. Other programs benefit current and prospective Winthrop residents, including East Boston Saving's Bank "Live Where You Work" and "Take the T Home" programs.

Winthrop does face certain challenges to fulfilling its housing goals, with the main challenge being that there is little, if any, developable land in Winthrop. Much of Winthrop's vacant land is environmentally sensitive or in a 100 year floodplain and thereby regulated or completely unbuildable. As with most communities, the town is struggling fiscally to maintain existing program and services. Noise from neighboring Logan Airport is also seen as a drawback. As mentioned above, Winthrop's

infrastructure is a key asset, but the infrastructure is old and repairs and upgrades require funding. Lastly, because of the town's size and high density, residents tend to resist proposals to create additional housing since new units equal higher density and can introduce additional traffic.

Town residents suggested strategies that the town could pursue to meet its housing goals. Suggestions included:

- Find funding to help meet housing goals
- Consider joining a HOME Consortium (the town will be joining one)
- Support and enhance the school system

ECONOMIC DEVELOPMENT

Key findings

- Winthrop has a small base of jobs relative to its population and the total number of jobs is well below its peak level.

- Stores, restaurants, and health care facilities (nursing homes, day care centers) that provide services to residents account for half of all the private sector jobs in Winthrop. While these types of businesses provide opportunities for younger workers, the less skilled, and part-time workers, their lower pay and shorter work week contribute to the average wage for Winthrop jobs being only half the regional average. The town has relatively few higher paying office and technical jobs in knowledge-based industries such as information technology or professional services.

- Four out of five of Winthrop's working residents commute to jobs in other communities, with almost half working in Boston. In contrast, relatively few people commute into the town, with 70% of the jobs based in Winthrop being filled by residents.

- Winthrop residents are increasingly well educated, and likelier to pursue higher paying managerial and professional occupations than in the past. However, the resident workforce still generally trails the Boston region in both regards. Town residents remain in the middle of the region in terms of income distribution.

- The contribution of business properties to the tax base is at the low end of suburban Boston communities, and has declined recently due to substantial increases in residential property values.

Economic Profile

Overview

Winthrop's unique seaside geography presents special opportunities and challenges for the development of its economy. The town has tremendous advantages in its proximity to Boston, small town atmosphere, and lengthy coastline. Yet, its peninsular location also limits land access to two streets, which makes access to and from neighboring communities problematic and limits the types of businesses which can thrive there. In addition, the close proximity of Logan Airport and the Deer Island treatment plant can create a negative perception.

Resident Workforce

Reversing years of decline, the number of Winthrop residents active in the workforce grew about 7% from 2000 to 2002 to 10,664. Still, 1,300 fewer Winthrop residents work today than in the late 1980s. The number of jobs in town was more volatile, rising above

3,100 in 1992, before declining to 2,300 in the most recent data. The ratio of jobs to working residents – never very high in the last several decades – has consequently declined to 0.22, indicating that Winthrop hosts only about one part- or full-time job for every four or five working residents. The town is therefore very much a residential community that exports workers to jobs in other communities. The median Job to Labor ratio for the MAPC region is about 0.75.

As of 2000, only about one working resident in five worked in town. These local commuters filled roughly 70% of the available jobs in town, a very high percentage probably reflecting Winthrop's relative remoteness that can discourage the location of large employers. Four of five working residents commuted to jobs in other communities, with Boston (48%) being by far the most common destination. Over half of the commuters to Boston work downtown (1,750) or at Logan airport (900)[1]. About 2.6% (249) of the workforce worked from home.

Winthrop's residents have been relatively successful in the employment market. Since 1985, the annual unemployment rate for residents has stayed slightly below the annual statewide rate. This pattern has held through the most recent preliminary data (not seasonally adjusted) for December, 2003 which showed a local rate of 5.1% falling below the statewide rate of 5.4%.

[1] Winthrop Commuter Boat Feasibility Study, January 2001, Vanasse Hangen Brustlin, Inc.

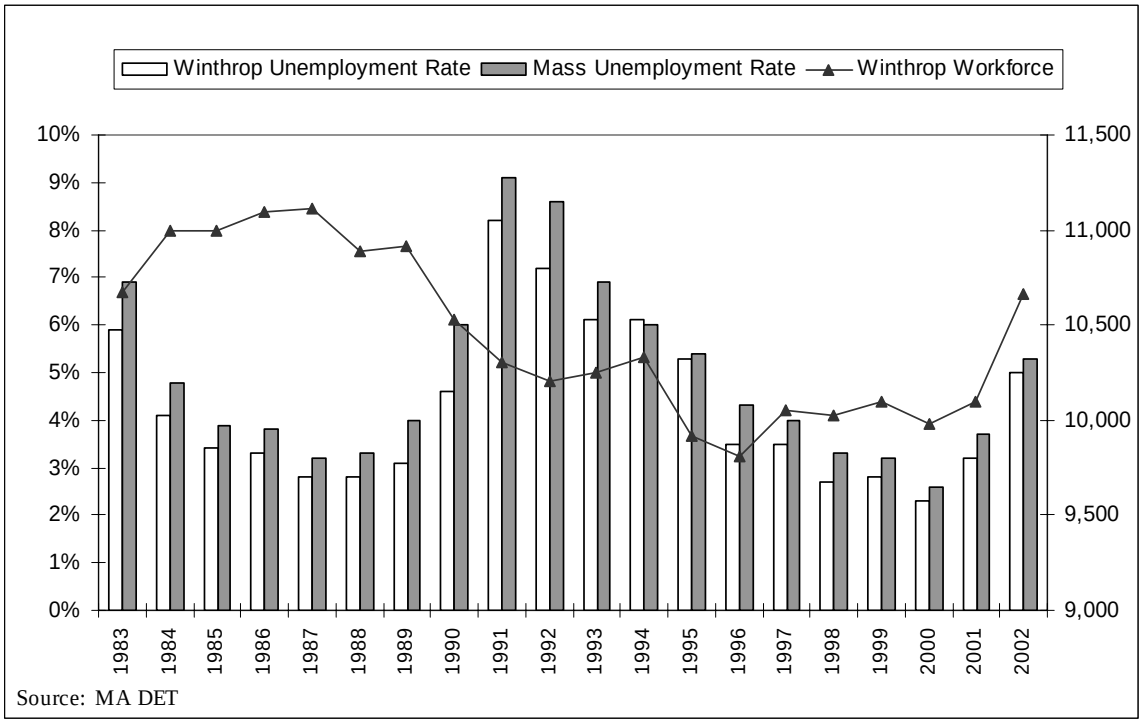
Figure 19. Numbers of Working Residents and Jobs in Winthrop, 1985-2002.

	Residents in Workforce	Jobs	Ratio of Jobs to Workers
1985	10,992	2,878	0.26
1986	11,093	3,013	0.27
1987	11,109	2,985	0.27
1988	10,889	3,045	0.28
1989	10,916	3,008	0.28
1990	10,530	2,986	0.28
1991	10,304	2,744	0.27
1992	10,201	2,950	0.29
1993	10,253	3,157	0.31
1994	10,329	2,834	0.27
1995	9,921	3,105	0.31
1996	9,810	3,122	0.32
1997	10,051	3,112	0.31
1998	10,021	2,968	0.30
1999	10,096	2,758	0.27
2000	9,978	2,472	0.25
2001	10,101	2,313	0.23
2002	10,664	2,339	0.22
Growth 1990-2001			
	134	-617	
	-1%	-21%	

Source: MA Division of Employment and Training.

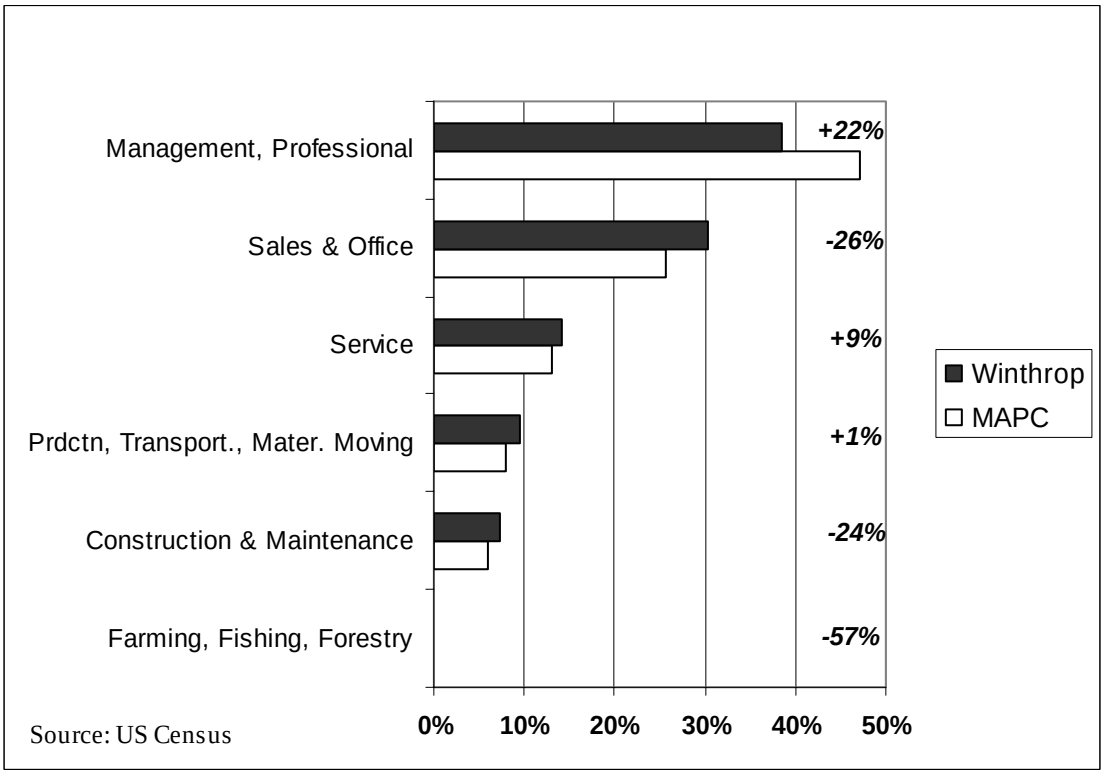
The occupational profile of Winthrop residents mirrors that of the region, with the 2000 Census showing the greatest number of residents in Managerial and Professional occupations, followed by Sales and Office work. The town's profile differs from the region in that the proportion of workers in the Managerial and Professional category is considerably lower than region-wide (39% versus 47%). This gap in the Managerial category grew wider in the 1990s because of a slower rate of growth locally (+22%) than regionally (+32%). Consequently, a higher proportion of Winthrop residents work in Sales, Service, Production, and Construction jobs than is true for the region as a whole, even though the number of local residents in those occupations fell during the 1990s. The median age of Winthrop residents increased in the 1990s from 37 to 39.9 years, almost 4 years above the region's median of 36.

Figure 20. Winthrop Unemployment Rate and Number of Residents in the Workforce



Source: MA DET

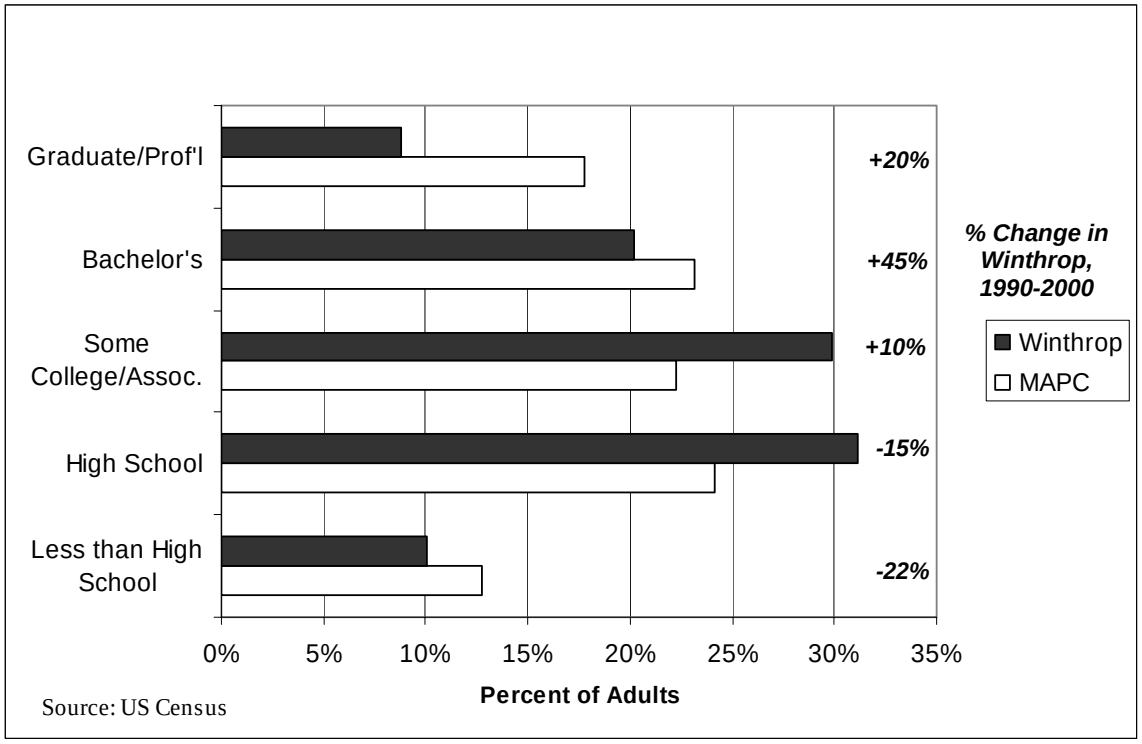
Figure 21. Occupations of Winthrop and Greater Boston Residents, 2002.



Source: US Census

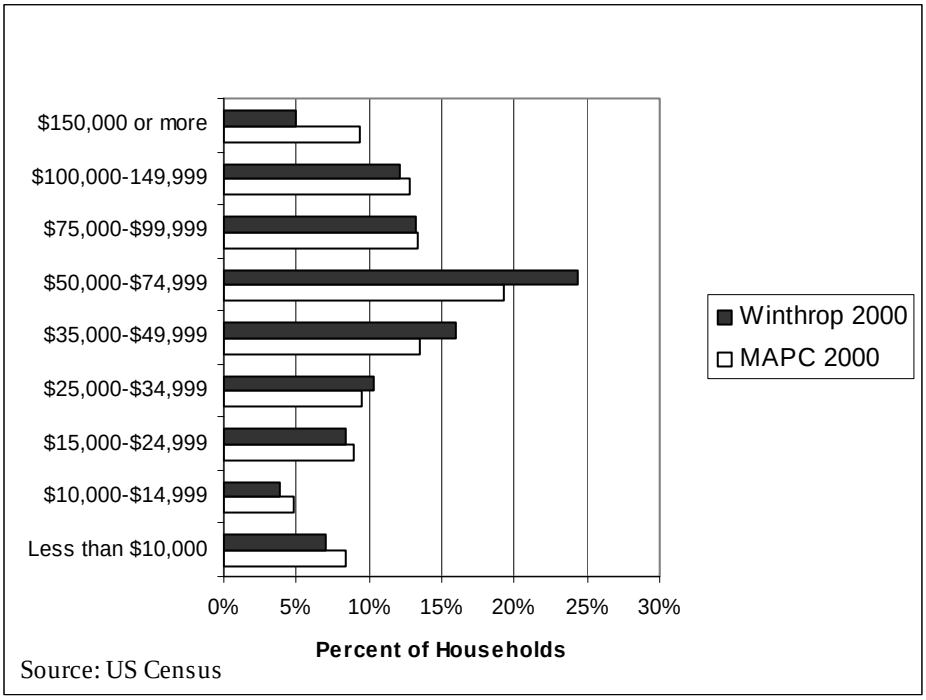
The shift toward managerial and professional occupations is mirrored in rising educational levels. While Winthrop's population over age 25 increased by only 2% in the 1990s, the number having a college degree jumped by 36%. Yet, Winthrop residents in general still have less formal education than the region as a whole – only 29% of Winthrop adults had college degrees, while for the region 41% of adults had reached that goal (the metro Boston work force is one of the most highly educated in the U.S.). The number of Winthrop adults having completed some college education grew by 10%, but the number with no college experience declined.

Figure 22. Educational Attainment of Winthrop Adults, 1990 and 2000.



Median household income in Winthrop rose by 43% in the 1990s to $53,122, but was slightly below the regional median of $55,200. When adjusted for inflation, Winthrop's median income rose by over 6% in the decade, much faster than the 2% growth for the region. Winthrop is a generally middle- and lower-middle income community, with half of its households reporting incomes between $35,000 and $75,000 for 1999. The number of individuals who lived in poverty fell by 2% to 996 by 2000, representing about 5% of the town's population.

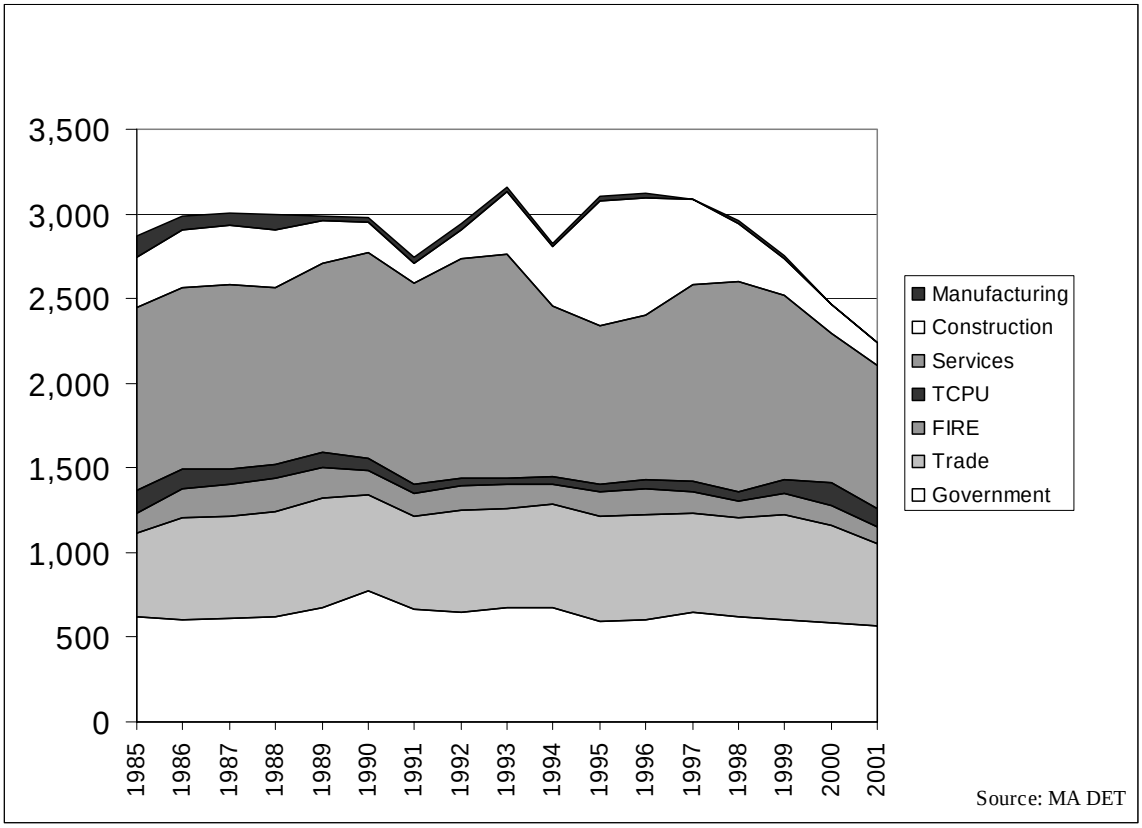
Figure 23. Household Income in Winthrop and the Region.



Job Base

Winthrop is a predominantly residential community with a relatively small base of jobs. In fact, until the job total showed a slight increase in 2002 to 2,369, the total number of jobs in the community had declined fairly steadily from the 1993 peak of 3,150. The number of establishments also increased in 2002 to 291, but the community still hosted about 10% fewer businesses than in the late 1980s. The average number of employees working at each establishment has fallen gradually to around eight, reflecting the relatively small size of businesses in the community. Winthrop's ratio of slightly more than one local full- or part-time job for each five working residents is relatively low for the region, reflecting the town's predominantly residential character.

Figure 24. Jobs in Winthrop by Sector, 1985-2001.



The services sector has long provided the largest number of jobs in Winthrop, and the sector's 839 jobs still account for over one third of the jobs in town, despite employing 500 fewer workers than at its 1993 peak. Combining services employment with the next two largest categories, government and trade, accounts for fully 80% of Winthrop's jobs. The decline in the town's total number of jobs is seen across all the sectors, with each being substantially below its peak employment as of 2001. Construction has been the most volatile sector, probably reflecting the start and completion of the massive regional wastewater construction program in the mid-1990s. Government and trade have tended to be more stable, but the small size of Winthrop's jobs base inherently magnifies the impact of any job losses.

Table 25. Number of Jobs in Winthrop by Sector.

Year	Number of Establishments	Total Jobs	Services	Government	Trade	Construction	Transportation, Communications, Utilities	Finance, Insurance, Real Estate	Manufacturing	Agriculture, Fishing, Forestry
1985	266	2,878	1,077	618	500	299	143	111	119	12
1986	309	3,013	1,076	605	604	339	116	166	85	15
1987	327	2,985	1,083	609	604	350	90	193	79	17
1988	331	3,045	1,043	620	622	342	86	197	85	24
1989	313	3,008	1,116	676	650	252	90	176	28	20
1990	302	2,986	1,215	777	562	178	72	148	28	6
1991	286	2,744	1,189	663	551	118	55	135	32	conf
1992	271	2,950	1,297	651	598	176	46	142	36	conf
1993	266	3,157	1,326	678	585	367	40	137	21	conf
1994	281	2,834	1,002	672	617	354	44	117	21	conf
1995	299	3,105	937	590	624	737	43	147	23	conf
1996	305	3,122	973	602	623	696	57	148	19	4
1997	288	3,112	1,159	644	590	504	62	127	conf	6
1998	296	2,968	1,240	620	583	340	51	105	24	5
1999	288	2,758	1,089	599	625	222	74	130	11	8
2000	272	2,472	881	589	573	173	129	120	conf	conf
2001	275	2,313	839	566	491	136	113	93	conf	conf
2002	291	2,369								
% of 2001 Jobs			*36%*	*24%*	*21%*	*6%*	*5%*	*4%*	*1-2%*	*1-2%*
Growth 1990-2001										
	-27	-673	-376	-211	-71	-42	41	-55	NA	NA
%	*-9%*	*-23%*	*-31%*	*-27%*	*-13%*	*-24%*	*57%*	*-37%*		

Conf = Confidential.
Source: MA Division of Employment & Training.

The most recent annual job data from 2002 shows that health care is the largest employing private industry in Winthrop, contributing 400 jobs. Over three fourths of these jobs are in nursing homes (211) and in child care (133). Retail stores are the second largest employers, with 280 employees. While retail and health care are also the two largest employers in the region, they represent an even larger piece of Winthrop's job base. This is also true for the town's next largest employer, construction, which provides over 200 jobs, as well as for the accommodation and food services category. Except for construction, these industries are primarily focused on delivering services to the local population, which reflects Winthrop's limited access from surrounding communities.

While these businesses provide necessary services to residents and offer job opportunities for workers who are lower-skilled, less-educated, or seeking flexible hours, their low hourly wages and large numbers of part-time workers keep Winthrop's average annual private sector wage quite low at $25,324 or about half the regional average. Of Winthrop's largest employers, only the town's construction businesses pay above 75% of the regional average wage. Winthrop has fewer than 100 jobs in the region's best paying and fastest growing industries: professional and technical services, finance, and

information. This is common for residential communities that are not home to large companies, and particularly reflects Winthrop's relative geographic isolation.

Figure 26. Employment and Wages for Private Sector Jobs in Winthrop by Industry, 2002.

	Number of Employees	Average Annualized Wage
Health Care	396	$25,948
Retail Trade	280	$21,320
Construction	218	$44,460
Accommodation & Food Services	182	$13,780
Other Private Services	123	$15,392
Administrative & Waste Services	93	$15,808
Finance & Insurance	79	$40,404
Transport. & Warehousing	71	$21,164
Arts, Entertainment, & Recreation	67	$12,428
Professional & Technical Services	63	$37,544
Wholesale Trade	30	$39,312
Real Estate & Leasing	30	$18,252
Educational Services	13	$12,480
Winthrop Average Private Job Wage		**$25,324**
Metro Boston Average Private Job Wage		$50,752
HUD "Moderate" Income Level (Metro Area, Family of 4)		*$62,650*
HUD" Low" Income Level (Metro Area, Family of 4)		*$40,400*

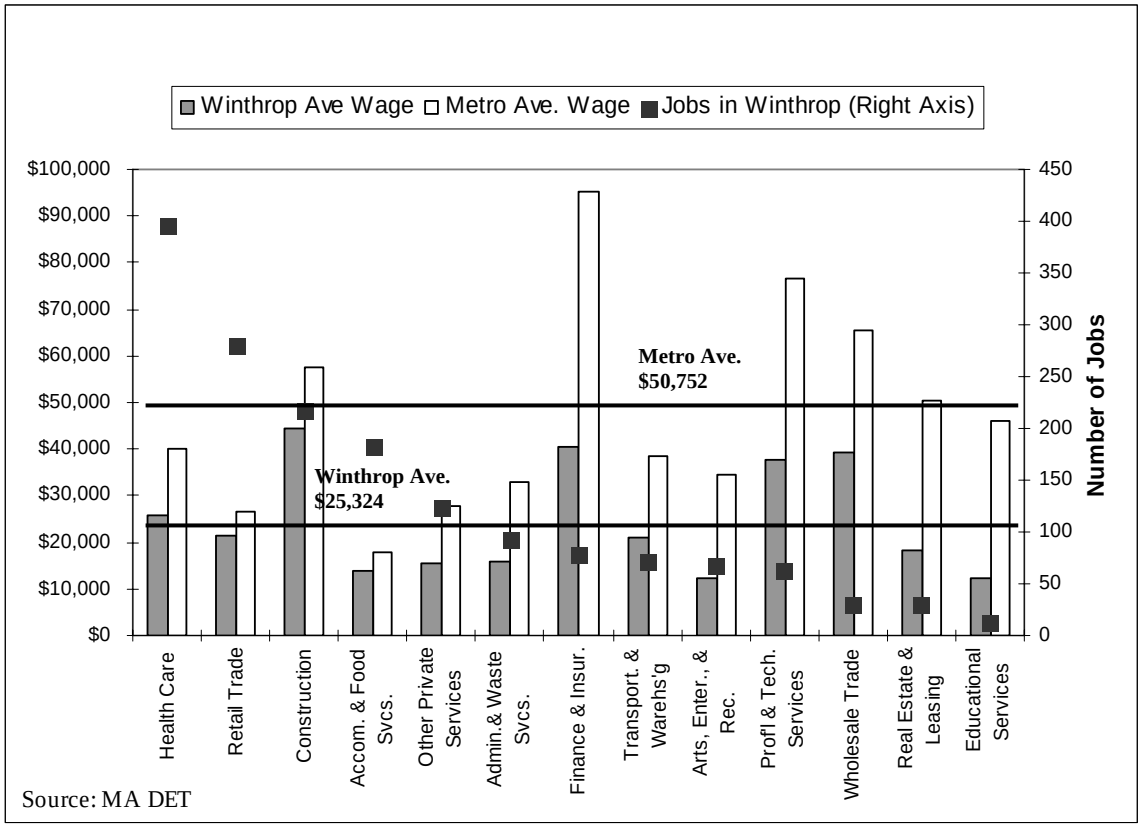
Source: MA Division of Employment & Training

Figure 27. Largest Employers in Winthrop, 2003.

Employer	Number of Employees	Industry
Mass. Water Resources Authority	250-499	Sewage Disposal Systems
Winthrop Public Schools	250-499	Schools
Muffin Town Inc.	100-249	Bread/Other Bakery Products
Center For Optimum Care	50-99	Nursing & Convalescent Homes
CVS Pharmacy	50-99	Pharmacies
Governor Winthrop Nursing Center	50-99	Nursing & Convalescent Homes
ICI Global	50-99	Security Guard & Patrol Service
N E Willis Elementary School	50-99	Schools
Primerica Financial Services	50-99	Investment Securities
Winthrop Middle School	50-99	Schools
Winthrop High School	50-99	Schools
Winthrop Fire Dept.	50-99	Fire Departments

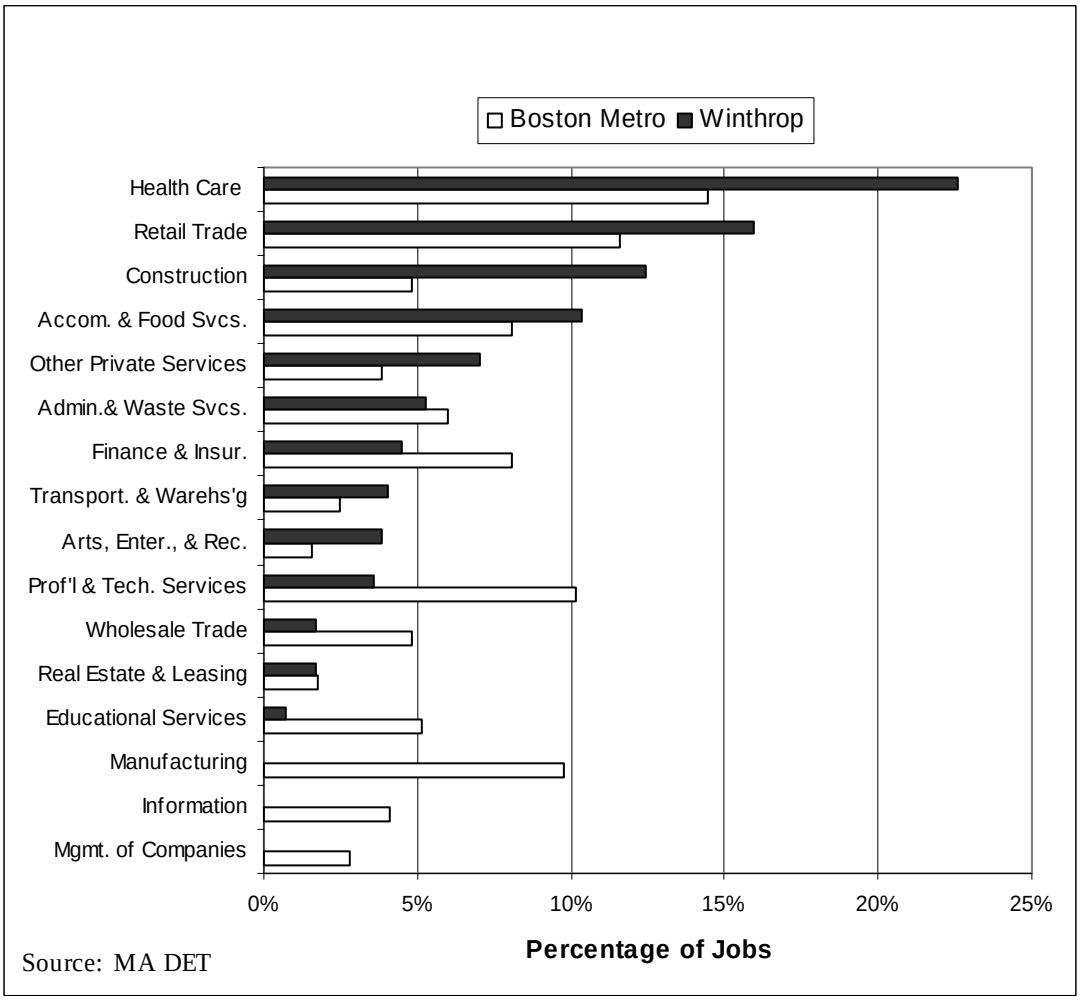
Source: Reference USA.

Figure 28. Wages and Employment in Winthrop's Largest Industries.



Source: MA DET

Figure 29. Share of Private Sector Jobs in Industry.



Source: MA DET

Property Tax Base

The total valuation of Winthrop real estate for tax purposes reached $1.6 billion in Fiscal Year 2003. Only 6% of the total ($94 million) was contributed by CIP (commercial and industrial buildings and land, plus personal property such as business equipment). The CIP share has eroded since the mid-1980s when it stood above 8%, remaining consistently well below the statewide proportion which currently stands at about 20%. Over 80% of Winthrop's CIP value is contributed by commercial properties (stores, offices, restaurants) and most of the remainder by personal property. Less than 5% of the CIP valuation comes from industrial property.

While growth in the value of business property in Winthrop has been fairly modest, the real driver for the decline in CIP's share of valuation has been the much larger increase in residential values. The total value of Winthrop residences increased by almost $600 million from 2000 to 2003, an amount six times greater than the total value of all business property. The average value of a single family parcel in Winthrop rose by 75% to over $300,000 from 1990 to 2003. This increase reflects the soaring values of

residences throughout Eastern Massachusetts over the last two decades which has dramatically increased the residential portion of the tax base in most of the region's communities.

Figure 30. Tax Valuation in Winthrop by Property Class, 1985-2003.

	CIP % of Valuation	Residential	Commercial	Industrial	Total
1985	8.2%	$397 M	$27 M	$1 M	$432 M
1990	7.2%	$865 M	$52 M	$2 M	$932 M
1995	8.2%	$727 M	$51 M	$2 M	$792 M
2000	6.9%	$884 M	$50 M	$2 M	$950 M
2003	6.0%	$1,477 M	$77 M	$3 M	$1,571M
Change over Period					
1985-1990	-1 pts	$468 M	$26 M	$1 M	$500 M
1990-1995	1 pts	-$138 M	-$1 M	<- $1M	- $141 M
1995-2000	-1.3 pts	$158 M	-$1 M	<-$1 M	$158 M
2000-2003	-.9 pts	$592 M	$26 M	$1 M	$620 M

Note: CIP = Commercial and Industrial Property.
Source: MA Department of Revenue.

Results of Economic Development Workshop

Based on the results of the economic development break-out group at the town-wide visioning workshop held in June 2003, MAPC developed a vision statement for economic development. Based on a review by the Community Development Plan Committee and the results of the workshop, the statement was edited.

The Community Development Plan Committee sponsored an economic development workshop on January 8, 2004 at the Winthrop Senior Center and 17 persons attended. MAPC summarized historical and current data on economic trends in terms of the community's land use, tax base, jobs, and workforce. Attendees brainstormed and prioritized overall goals for economic development in Winthrop. Attendees then identified areas in town for potential future economic development and described what they would like to see occur in those areas.

Overall Goals and Themes for Economic Development

- Make town government more user-friendly for business; plus, town should look at zoning to allow for redevelopment at higher intensity, and should deal with traffic and parking issues (9 votes)

- Address parking and traffic problems at Point Shirley, downtown, and the beach (7 votes)

- Grow existing businesses – especially tourism and hospitality (7 votes)

- Improve transportation links, e.g., to Blue Line, Urban Ring, Revere, Wonderland, ferry to Lynn (6 votes)

- Marine uses on the waterfront (commercial fishing, boat building, etc.) (6 votes)

- Opportunities with ferry (link to Boston, harbor islands, excursions) and related Shirley Street development (5 votes)

- Promote town assets, water related (kayaking, bird watching, etc.), improve boat access to Bell Isle Inlet, improve care/use of beaches (4 votes)

- Encourage public-private partnerships with MassPort, MWRA, etc., to gain funding, and agency support in attracting developers (1 vote)

Potential Locations for Economic Development (see Map 4)

- Shirley Street and Harbor (#1 on map)
    - Harbor Area (southern end)
        - Encourage hospitality businesses (tourism, restaurants, shops, bed & breakfast lodging, small hotel) to leverage the harbor location and traffic from ferry service.
        - Continue to pursue funding for the Harbor Walk (town has made a grant application for design funding).
        - Expand parking to support businesses and establish bus service to Wonderland/Revere to increase through traffic.
        - Redevelop the marina and business district more intensely, including residences above ground floor retail. Much of the commercial area is under one ownership.
        - Improve the DCR beach and establish other attractions to draw visitors (entertainment like an aquarium or water based recreation).
        - Support marine uses such as marine electronics sales/service to maintain the working harbor for existing businesses and justify continued maintenance of the harbor for navigation.
    - Shirley Street (from harbor to Cross / Crescent Street / Beach Road)
        - Develop a more pleasant streetscape to encourage pedestrian use.
        - Allow a mix of residential and commercial (e.g., retail, B&Bs).
        - Reduce traffic speeds to enhance pedestrian crossing.

- Beach Area (#2 on map) – Create a more beautiful beach to attract visitors. U.S. Army Corps of Engineers has a plan for improving the beach. Neighborhood zoning and existing use is entirely residential except for one small parcel. Bed & Breakfast businesses might be compatible with residences.

- Crest Avenue (#3 on map) – Redevelop or renovate Dalrymple School to generate tax revenue. Possible mixed use with retail and residential, or as office (R&D,

high tech, biotech, Massport offices). In existing commercial district encourage second floor housing above residential. Develop parking areas behind stores.

- Main Street Gateway (#4 on map) – Redevelop/clean up entry point from Boston for higher value uses that give a more positive impression of the Town. The state prefers water-related uses in the area. Some suggestions: marine uses, seafood restaurant. Nautilus site is being redeveloped by adding condominiums and restaurant, and existing medical offices will be retained.

- Town Center (#5 on map) – Provide more parking to support existing businesses, and re-visit the possibility of building a parking structure on the existing municipal lot. Make automotive businesses at entrance to the center more attractive or help them relocate to less prominent sites. Property owners need to cooperate to encourage redevelopment. Most individual buildings and parcels are smaller than is economical for larger scale businesses, e.g. chain retail stores. Encourage development of residential units on second floor over retail. Current zoning allows this, but none has been built.

- Hospital Site (#6 on map) – Renovate or redevelop for professional office or light manufacturing use.

- Main / Central / Revere Street Commercial Areas (#7 on map) – Commercially zoned land behind the grocery store has potential for expansion of the store or some other complementary business.

TRANSPORTATION

In January 2001, a feasibility study of commuter boat service between the town of Winthrop and Long Wharf in Boston was completed for the town by a joint venture of several consulting firms. The lead consulting firm was Vanasse Hangen Brustlin, Incorporated, or VHB. In this report, that study is referred to as the "2001 Study."

The Central Transportation Planning Staff (CTPS) of the Boston Metropolitan Planning Organization examined options for maximizing ridership on a Winthrop commuter boat, including both an analysis of demand from ridership markets not addressed or not fully addressed in the 2001 study and an analysis of potential enhancements to non-auto access to the proposed boat terminal in Winthrop.

Key Findings

- The 2001 study assumed that ridership on a Winthrop commuter boat would consist primarily of trips from homes in Winthrop to work locations in downtown Boston. This analysis concurs with this finding.

- The 2001 study assumed that a Winthrop commuter boat would also be used for reverse commuting from homes on the South Shore to jobs on Deer Island. CTPS found that because of subsequent changes in employment at Deer Island, the 2001 study estimates would now be too high, and that the assumed mode share was also high. The boat schedule and dock location would not be convenient for tour groups visiting Deer Island.

- CTPS concurred with the 2001 study conclusion that an additional stop at Logan Airport would attract too few riders to justify the increased travel time that would result for downtown Boston trips.

- The 2001 study assumed that 16% of boat boardings at Winthrop would come from walk-ins. Survey data from other MBTA transit facilities show that the majority of walk-ins are drawn from within one half mile and nearly all from within one mile. Most transit riders are either unwilling or unable to walk longer distances than these to access their services, regardless of the quality of the access paths. Transit facilities with walk-in shares greater than the 16% assumed in the 2001 study do not attract pedestrians from greater distances than facilities with lower walk-in shares. Rather, higher walk-in shares occur when few access trips are being made by any means from points beyond typical walking distance.

- Given the findings above, it is unlikely that a Winthrop boat terminal could attract the level of ridership predicted in the 2001 study while also attaining a walk-in access share much greater than the assumed 16%.

- An inspection of walking paths to the proposed Winthrop boat terminal found that all major roads as well as most side roads within a mile have sidewalks in good to excellent conditions, with lighting at night. No serious traffic hazards at cross streets were observed, but a crossing guard at the main intersection at Winthrop Beach could be helpful to pedestrians during peak commuting hours.

- Roads in Winthrop are too narrow to accommodate reserved bicycle lanes. However, traffic on approach routes to the boat terminal does not appear to be heavy enough to deter experienced bicyclists. Secure sheltered bicycle parking facilities would be needed at the terminal.

- All sections of Winthrop have bus connections to MBTA rapid transit. These routes could also be used for access to a boat terminal, but would require some schedule revisions to optimize convenience of transfers. Even with the best possible bus connections, however, a bus to rapid transit combination would remain more convenient than a bus to boat combination for trips from most of Winthrop to most of downtown Boston.

Comparisons of Assumptions in 2001 Study with Other Experience

Assumed Ridership Sources

The demand analysis for the Winthrop commuter boat in the 2001 study assumed that all of the riders would be going either from homes in Winthrop to destinations in downtown, or from homes on the South Shore to jobs at the Massachusetts Water resources Authority (MWRA) sewage treatment plant on Deer Island. (The island is linked to Winthrop by a causeway.) Possible service to Logan Airport was considered, but not recommended in the 2001 study, because of uncertainty in ridership and the impact on travel time to downtown Boston. The study assumed that all riders on a Winthrop boat except for those going to Deer Island would be diverted from existing transit service rather than from private autos.

The work program for this CTPS follow-on study called for a more detailed analysis of the ridership potential to Deer Island and the airport. It also calls for an examination of potential ridership from the city of Revere, which was not discussed in the 2001 study. The results of this analysis are presented below. The conclusions are that a Winthrop boat would not attract riders from Revere, that an airport stop would attract too few riders to be justified, and that the Deer Island ridership potential is less than estimated in 2001.

Assumed Access Modes

The 2001 study assumes that 55% of the boat passengers would access the Winthrop terminal by driving and parking, either alone (38%) or in carpools (17%). The next-largest group (19%) would arrive by bus; 16% would walk in, and 10% would be dropped off. According to the report, these breakdowns were based on information from the U.S. Census journey-to-work tables and from CTPS.

The assumed ratio of carpools to single-occupant vehicles is unusually high. The number of park-and-ride passengers relative to parked vehicles (shown in table 4-3 in the study report) would require an average auto occupancy rate of 1.18. For comparison, the 2000 MBTA Water Transportation Passenger Survey found average occupancies of 1.02 for vehicles parked at the Hingham commuter boat terminal, and 1.03 at the Hull terminal. The latter was the same as the average occupancy rate of 1.03 for vehicles parked at stations on the Old Colony commuter rail lines in 1998. The highest rate at any individual Old Colony station was 1.07. An occupancy rate of 1.03 would require 15% more parking spaces than a rate of 1.18.

The potential parking capacity at a Winthrop boat terminal is limited by the dimensions of the Public Landing and by the need to retain some parking spaces there for other uses. The 2001 study concluded that the maximum practical capacity for surface parking at the site without excluding users other than the commuter boat passengers would be about 160 cars. This was the number of parked cars assumed in the demand forecasts. It appears that access shares for other modes were adjusted to make up the difference between predicted total ridership and parking capacity.

The work program for this CTPS follow-on study called for an examination of ways to enhance non-auto access to the Winthrop boat terminal. The results are presented below. However, as detailed below, the 16% walk-in share assumed in the 2001 study looks optimistic. Attainment of more than a 16% walk-in share would likely be the result of the service attracting relatively few riders from over a mile away by any access mode, rather than attracting walk-ins from unusually great distances.

Walk-In Shares at Comparable Transit Terminals

A transit station typically attracts walk-ins from within a fairly small radius, because most passengers are either unwilling or unable to walk for long distances to access it. The present commuter boat terminal in Hull, like the proposed Winthrop terminal, is located in a predominantly residential town with circuitous land access to Boston, attracts most of its riders from within the same town, and has limited parking capacity. In the 2000 MBTA Water Transportation Survey, 67% of the walk-in passengers at the Hull commuter boat terminal reported walking times of 10 minutes or less. Walk-ins accounted for 7.5% of the boardings at Hull, but the total number of walk-ins was only six. (At the Hingham commuter boat terminal, which has a larger attraction area, only 0.6% walked in.) Winthrop does, however, have an overall population density 2.6 times as great as that of Hull, which could result in a higher proportion of access trips being walk-ins.

The only boat services that had walk-in shares significantly greater than 16% in the 2000 survey were used almost exclusively for trips to or from the immediate vicinities of the terminals. For example, on the Charlestown-Long Wharf route, 96.2% of the riders accessed the Charlestown terminal by walking, but the average walk time was only 4.8 minutes, and only 2.7% reported walking times greater than 10 minutes.

The Old Colony commuter rail survey found that at stations with 30 or more walk-ins, 50% to 75% had walking times of 10 minutes or less. At almost all of these stations, no more than 7.5% of walk-ins reported walking times longer than 20 minutes. The only exception had 15% with walk-times over 20 minutes. Individual walking speeds vary, but on average a 10-minute walk would cover about one half mile, and a 20-minute walk would cover about one mile.

At present the most common Blue Line boarding station for Winthrop residents is Orient Heights. This station is 0.8 miles from the Winthrop town line, so it is beyond the distance that the majority of transit users are willing to walk. In the 1994 rapid transit passenger survey, walk-ins accounted for 3.5% of the trips from Winthrop boarding at Orient Heights. The mean reported walking time was 20.7 minutes, and 28% of the reported walking times exceeded one mile. However, this was more a reflection of the minimum possible walking distance from Winthrop to the station than of a propensity for Winthrop residents to walk unusually long distances. Including walk-ins from all sources, the mean reported walking time to Orient Heights was 7.0 minutes, 83% of walking times were 10 minutes or less, and 97% were 20 minutes or less. Overall, walk-ins accounted for 24.9% of the access trip to Orient Heights.

The relatively high percentage of walk-ins at Orient Heights occurs partly because passengers who use access modes other than walking can choose among several Blue Line stations. In contrast, the Winthrop boat terminal would be the only possible boarding location on its route other then the Boston terminal. Consequently, passengers determined to use the boat service would all use the Winthrop terminal regardless of their access modes. Therefore, the walk-in share of access trips at the Winthrop terminal would be expected to be much lower than that at Orient Heights.

Factors Affecting Walk-In Attraction Area of a Winthrop Boat Terminal

At any boat terminal, the number of directions from which passengers can approach by land is limited by the shape of the adjoining shoreline. The Winthrop commuter boat terminal site recommended in the 2001 study is the Public Landing, located off Shirley Street on the southwest side of Cottage Hill. (At present, there are no docking facilities there.) This site is bounded by Boston Harbor on both the west and the south, so final approach by land from anywhere else must be from the north or east. In addition to the limits on the water side, the potential walk-in attraction area of a commuter boat terminal at the Public Landing would be limited by other topographic features of the area and by the distribution of residential development within the town. Regardless of the quality of the pedestrian walkways leading to the terminal, the majority of Winthrop residents would be unlikely to choose walking as the mode of access to the terminal.

By analogy to the survey findings discussed previously, it is reasonable to assume that at least half of the walk-ins to a Winthrop boat terminal would have origins no more than one half mile away, and that most of the rest would walk no more than one mile. (These

would be actual walking distances, not straight-line measurements.) In the terminal layout recommended in the 2001 study, the distance from Shirley Street at the Public Landing entrance drive to the boat boarding location would be about 700 feet. Therefore the half-mile walking distance from the boarding point would be about 1,950 feet from the end of the driveway at the street, and the one-mile walking distance would be one half mile further.

Cottage Hill is at the northern end of the peninsula leading to Point Shirley. To the east of the Public Landing the maximum straight-line distance across Cottage Hill is about one quarter mile, with Broad Sound beyond to the east. This greatly limits the walk-in potential from that direction. Cottage Hill rises steeply from the sea level on both sides to a maximum elevation of 102 feet. Access to the landing from most homes on the hill is indirect, and in some cases requires an ascent as well as a descent. Cottage Hill residents also have indirect access to the existing bus service to Orient Heights but do not have to walk as far to reach bus stops as they would to reach the proposed boat terminal site.

Immediately to the south of Cottage Hill, Shirley Street crosses a narrow neck of land with at most one row of houses on either side. Yirrell Beach is located on the east side for about one quarter mile, separated from the road by a high seawall but with no adjacent houses. The half-mile walking distance from the boarding point at the Public Landing would be on Shirley Street between Petrel and Nerious Streets. This is about 700 feet short of Bay View Avenue, where the peninsula abruptly widens out into an area with many residential streets. Thus, most of Point Shirley and all of Deer Island (linked to the south side of Point Shirley by a causeway) are further from the proposed boat loading point than the distance from which the majority of walk-ins to transit stations are typically drawn. Exposure to inclement weather along the neck would be a further deterrent to walking to the landing from south of Cottage Hill.

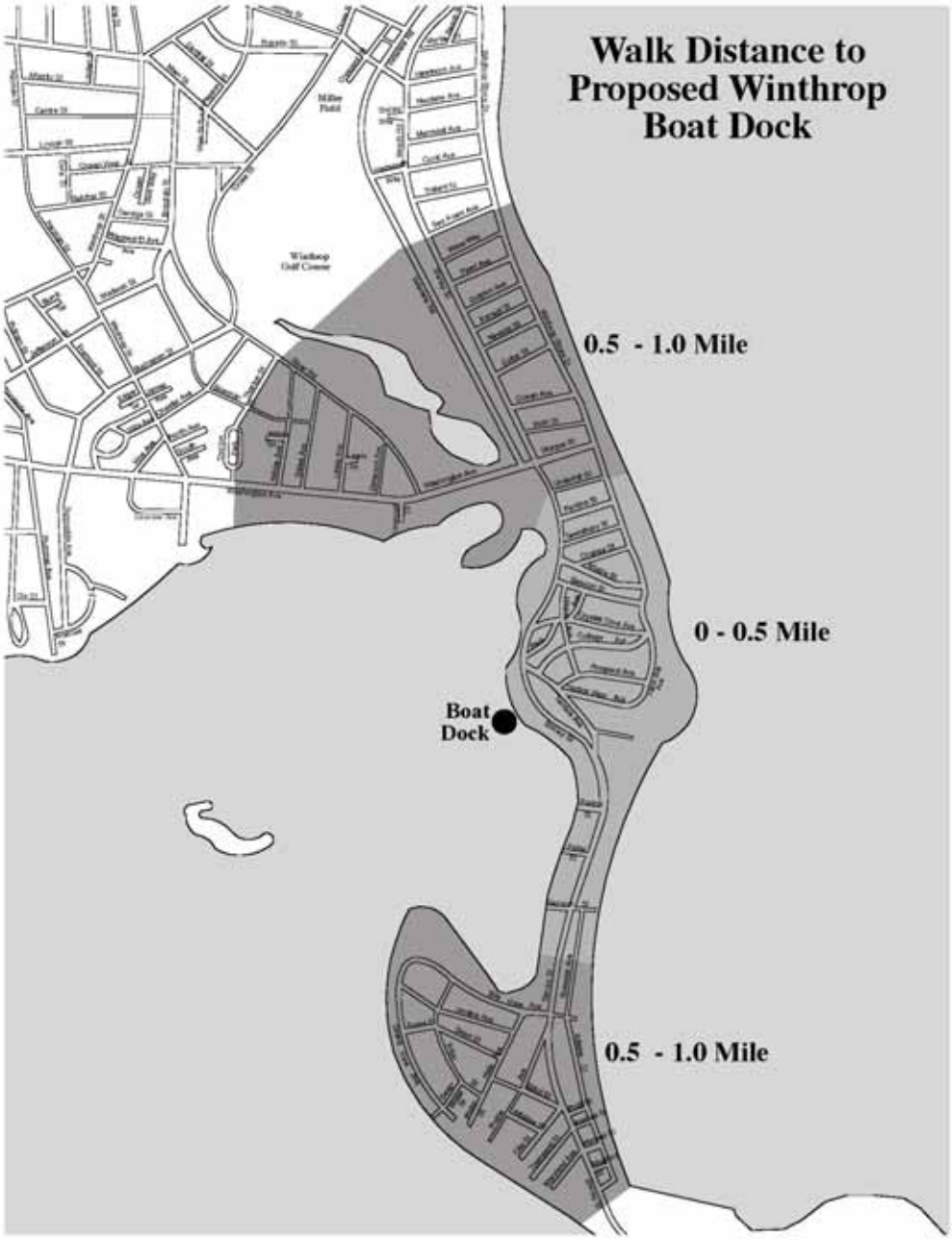
To the north of Cottage Hill, the half-mile walking distance from the boat loading point would be about 200 feet south of the intersection of Shirley Street and Washington Avenue. This intersection is the location designated Winthrop Beach in the present bus schedules, but the beach itself extends both north and south of there.

Continuing north from the Winthrop Beach stop, the one-mile walking distance from the boat loading point would be near the intersection of Shirley Street and Trident Avenue, or slightly further south of this along Veterans Road. The entire area to the west of Veterans Road is bounded by a park, golf course, and school athletic field. Walk-in traffic to the landing would therefore have to come from streets in the strip of land about 1,000 feet wide between Veterans Road and Winthrop Shore Drive. Veterans Road was built on an abandoned railroad right-of-way, to reduce traffic on Shirley Street. The two streets are so close together that most of the buildings along the east side of Veterans Road front on Shirley Street. Winthrop Shore Drive is bounded to the east for its entire length by Winthrop Beach.

Proceeding west along Washington Avenue from the Winthrop Beach bus stop, the one mile walking distance from the boat loading point would be about at Winthrop Street.

Throughout most of this segment, the south side of Washington Avenue is lined with a single row of houses and condominiums with Boston Harbor beyond. Therefore, most of the walk-in traffic would have to come from streets to the north of Washington Avenue. Much of the land north of Washington Avenue is, however, occupied by the same park and golf course that border on Veterans Road. This leaves an area bounded roughly by the Harbor, Thornton Park, Thornton Street, and the golf course and park as a potential walk-in ridership source in this direction.

Figure 31. Walk Distance to Proposed Boat Dock, Winthrop



Potential Improvements in Pedestrian and Bicycle Access to Winthrop Public Landing

The 2001 study includes a map (figure 4-9 in that report) showing the locations of sidewalks along major roadways in Winthrop. The report does not provide details on the conditions of the sidewalks. The CTPS follow-on study work program called for an examination of the sidewalks within likely walking distance of the Public Landing to identify possible impediments to walking or bicycling, such as lack of continuous sidewalks, or dangerous road crossings. The results are presented below. The conclusion is that the only significant barriers are natural ones (such as steep hills and exposure to weather) that cannot be removed.

Present Sidewalk Locations and Condition in Winthrop

On November 7, 2003, CTPS made walking inspections of the major roads within one mile in any direction of the Winthrop Public Landing. This confirmed that, as indicated on the 2001 study map, all of the major roads have sidewalks on at least one side, and that most have sidewalks on both sides. All of the sidewalks on the major roads were paved, mostly with Portland cement concrete, in good to excellent condition. There were very few trees along any of the roads, so falling leaves and branches would not be a concern. Trimming of plants encroaching on sidewalks from adjoining property at a small number of locations would facilitate walking slightly.

It was noted that all of the streets with paved sidewalks had lighting fixtures, mostly on brackets mounted high on utility poles to provide wide coverage. (The inspection was conducted during the daytime, so the actual effectiveness of the lights was not observed. However, there were no obstacles such as tree branches that would block lighting.)

Almost all segments of side streets visible from the main streets also had paved sidewalks on both sides, though a few were paved with asphalt rather than Portland cement concrete. Side streets that had only gravel sidewalks or none at all were very short, and appeared to be used only by a few abutters.

The longest segment shown on the 2001 study map as having no sidewalk is the west side of Veterans Road from Shirley Street to Washington Avenue. This segment is bounded to the west by a school athletic field, a golf course, and a park. The main access to these is from other streets, so there is no need for a sidewalk on the Veterans Road side. (Veterans Road does have a sidewalk on the east side.)

The 2001 study map also indicates that there is no sidewalk on the east side of Shirley Street from north of Pontos Street to Bay View Avenue, but this is incorrect. Although it is not directly beside the street for the entire distance, there is a walkway at a slightly higher elevation in the vacant land between Shirley Street and the seawall behind Yirrell Beach. The walkway is paved, but has a zig-zag alignment, apparently mostly for esthetic reasons. The sidewalk returns to the side of Shirley Street at the point where houses resume north of Petrel Street.

It is unclear from the 2001 study map whether or not there is a sidewalk on and the east side of Shirley Street from Park Avenue to Terrace Avenue, but there is not. This segment of Shirley Street runs along the base of Cottage Hill, which rises steeply from the side of the street. A few homes that face on Terrace Avenue have private stairways down to Shirley Street, but there are no structures at the level of, or facing onto, the east side of Shirley Street. It would be infeasible to build a sidewalk there, and there is no need for one.

Issues of Traffic at Cross Streets

There are very few traffic signals anywhere in Winthrop, and none in the area through which most walk-in traffic to the Public Landing would pass. However, at most locations vehicular traffic does not appear to be heavy enough to present a serious impediment to pedestrians who would have to cross streets.

Most pedestrians approaching the Public Landing from the south would be starting from the west side of Shirley Street, the same side as the landing, and would not encounter any significant cross streets on the way. Most of those that did not start from the west side could cross from the east side before starting across the neck north of Point Shirley.

Many pedestrians approaching the landing from the north would have to cross the intersection of Shirley Street and Washington Avenue. Although this is a numbered state highway (Route 145) it serves mostly local traffic. According to the 2001 study estimates, including traffic to the landing, Washington Avenue would carry about 321 vehicles eastbound and 375 westbound at Shirley Street in the morning peak hour. Evening peak-hour volumes are estimated at 390 eastbound and 401 westbound. Washington Avenue ends at Shirley Street. Sturgis Street, on the opposite side of Shirley Street, would carry about 105 vehicles eastbound-only in the morning peak hour and 145 in the evening peak hour. Pedestrians starting from the streets between Shirley Street and Winthrop Shore Drive could avoid crossing Washington Avenue at all by staying on the east side of Shirley Street until south of Sturgis Street, but they would still have to cross Shirley Street to get to the landing. The 2001 study estimates peak-hour volumes on Shirley Street south of Washington Avenue would be 355 vehicles northbound and 251 southbound in the AM peak hour and 416 northbound and 290 southbound in the PM peak hour, including traffic generated by the boat.

The Manual on Uniform Traffic Control Devices published by the American Association of State Highway and Transportation Officials (AASHTO) includes criteria for determining locations where traffic signals should be provided. One set of criteria is based on the number of pedestrians crossing a street and the number of vehicles using that street during peak times. Under these criteria, the need for a signal at an intersection or a mid-block crossing is to be considered if the number of pedestrian crossings on an average day exceeds 100 for any four hours or 190 in any one hour, provided that during the same hours when these pedestrian volumes occur there are fewer than 60 gaps per hour in the traffic stream long enough to allow pedestrians to cross.

The 2001 study estimates that there would be a total of 310 AM peak passenger boardings on the Winthrop boat. Of these, 16%, or 50 would be walk-ins. The report does not include breakdowns of the number of walk-ins by direction of approach. Only those starting from points north of Washington Avenue would have to cross it to reach the boat, and not all of them would choose to cross at the same location. Even if all of the walk-in passengers did have to cross Washington Avenue at the same location, the total would be well below the level calling for installation of a traffic signal. Pedestrian counts would need to be conducted to determine whether the number of walk-ins to the boat, when combined with other walking activity in the Winthrop Beach area, would be sufficient to call for a signal.

The projected traffic volumes on Washington Avenue, including traffic generated by the boat terminal, would be equivalent to about one vehicle every 10 seconds in each direction. Since there are no existing traffic signals in the vicinity of Winthrop Beach, traffic flow is more or less continuous rather than being divided into clusters of vehicles separated by longer gaps. At typical walking speed a pedestrian would need about three seconds to cross each traffic lane of Washington Avenue, so a 10-second gap between cars would theoretically be sufficient. Even with some probable bunching of cars, the number of gaps per hour in each direction would be expected to be far greater than 60. However, gaps in both directions would often not occur simultaneously. This would force pedestrians either to wait for simultaneous gaps before starting across, or to cross halfway and stop in the middle of the road to wait for a gap in the second direction. State law requires vehicles to stop for pedestrians crossing a street, but this law is not always obeyed or enforced. As a safety measure when boat service was first implemented, a crossing guard could be stationed at the intersection of Washington Avenue and Shirley Street to assist pedestrians during morning and evening peak commuting times. Depending on the observed volumes during this time, the crossing guard could either be eliminated, made permanent, or replaced with traffic signals.

Lack of shelter from inclement weather would probably be a greater impediment to walking than would sidewalk configuration or traffic volumes. There are very few trees planted along any of the main streets within walking distance of the Public Landing. A section of Shirley Street between Winthrop Beach and the Crystal Cove marina is separated from the harbor only by a chain-link fence. Immediately south of the landing, only a low sea-wall separates the sidewalk from open water. Further south along the neck the west side of Shirley Street is screened from the water by houses, but the east side has vacant land with a high sea-wall beyond. CTPS did not have an opportunity to observe these roads during foul weather.

Other Issues Affecting Bicycle Access

Bicycle access to a Winthrop boat terminal would be feasible from greater distances than walking access because of the faster speeds of bicycles. There is, however, little information on typical bicycling distances to transit service, because very few riders currently access MBTA stations by bicycle. In the 2000 commuter boat survey, the only terminal with any reported bicycle access was Hingham, where 0.4% of boarding riders arrived by bicycle. The mean reported bicycle access time there was 14.3 minutes. (On

the MBTA commuter rail system overall, only 0.5% of access to inbound trains is by bicycle.)

Because of the small size of Winthrop, the maximum access trip length to the Public Landing from within the town would be about two miles. At an average speed of 10 m.p.h. in mixed traffic, a distance of two miles would be covered in 12 minutes. For purposes of analysis, it is reasonable to assume that bicycle trips to the landing could originate at any point in Winthrop. For reasons discussed later, it is unlikely that bicyclists would be attracted from outside of the town, regardless of quality of access.

The streets throughout Winthrop are generally narrow, with only one lane in each direction. There would be insufficient room to provide for reserved bicycle lanes on any of the streets. Traffic is, however, sufficiently light that it would not deter experienced bicyclists (those most likely to use bicycles in regular commuting) from riding in the streets. The sidewalks present on all main streets provide an additional alternative for bicycles, though these would also have to be shared with pedestrians. At a few locations, utility poles set in the edges of sidewalks narrow them enough to impede, if not prevent, bicycle traffic. At these locations, it is evident that the poles were set in the sidewalks because there was no alternative.

Based on the findings above, efforts to attract bicyclists should be directed toward amenities at the terminal, especially provision of secure weather-protected bicycle racks or lockers. In addition, the accessibility of vessels to bicycles and the provision of safe bicycle storage space on board should also be promoted.

Potential Feeder Bus Access to Winthrop Boat Terminal

The work program for the CTPS follow-on study called for an investigation of potential changes to present bus routes and schedules in Winthrop to improve their usefulness in access to a boat terminal, or in general. The existing bus service already provides connections between the proposed Winthrop boat terminal site and all parts of the town. However, with present routings, boat passengers from points north or west of Winthrop Beach would have to change buses either going to or returning home from the boat. Bus schedules would also need to be revised for better coordination with boat schedules, because the buses do not run on uniform headways. Even with through bus service both to and from the boat and coordinated bus and boat schedules, residents of much of the town would still find it more convenient to take a bus to the Blue Line instead, because of shorter total travel time, direct service to more Boston destinations, and much greater service frequency.

Description of Present Bus Routes

Bus service in Winthrop is currently provided by Paul Revere Transportation Company, under contract with the MBTA. This service connects with the MBTA rapid transit Blue Line at Orient Heights Station in East Boston. The Blue Line runs into downtown Boston, and connects there with the Orange and Green Lines. This is a long-established

travel alternative for Winthrop residents. The present bus routings have changed little since 1956. (Prior to that, the rapid transit connection had been at Maverick Station, rather than Orient Heights, from the time Winthrop bus service was first instituted in 1940.)

The buses operate frequently with trips every 10-15 minutes on each of the two numbered Winthrop-Orient Heights routes during weekday peak periods, and serve all sections of the town. Weekday midday and evening service operates every 20-45 minutes on each of the routes. All points not directly on a bus route are within one half mile of one. Hence, awareness of the service by town residents should be very high. Those who choose to drive rather than using the bus-rapid transit combination would be unlikely to switch to a new travel alternative such as a commuter boat if they did not perceive it as being more convenient than the existing alternatives. Hence, comparisons of the expected service characteristics of a Winthrop commuter boat with those of the present bus-rapid transit combination are important in estimating the market area for a boat.

While only two route numbers (712 and 713) are assigned to the Winthrop bus service, each route has several variations. The basic alignment of Route 712 is from Orient Heights to Winthrop Beach (Shirley Street at Washington Avenue) via Winthrop Highlands. A few trips make a side diversion to Winthrop Hospital. Most outbound Route 712 trips continue through to Point Shirley from Winthrop Beach. These trips return to Orient Heights via Route 713

The basic alignment of Route 713 is from Orient Heights to Winthrop Beach via Winthrop Center. A few inbound AM peak trips use a shorter routing on Pleasant Street, bypassing the Center. Most inbound service on the segment of Route 712 between Winthrop Beach and Orient Heights is provided by buses that run outbound via Route 713 between those points.

Compatibility of Present Bus Routes with Boat Access Requirements

The Public Landing site recommended in the 2001 study as the location for a Winthrop commuter boat terminal is between Winthrop Beach and Point Shirley. The buses running between those points use Shirley Street, and pass directly by the entrances to the parking lot for the landing. However, the distance from the street to the proposed docking site is about 700 feet. This could deter some potential riders from using bus access unless the buses were diverted to run into the parking lot.

As bus service is currently configured, passengers traveling between the landing and points further south would use Route 713 going toward the landing and Route 712 returning from it. The opposite would hold for passengers traveling between the landing and points further north, as far as Winthrop Beach. The segment of Route 712 north of Washington Avenue would have through bus service to the landing, but for the return trip passengers would have to change buses at Winthrop Beach. Conversely, passengers going to the landing from the segment of Route 713 west of Shirley Street would have to transfer at Winthrop Beach, but would have through service on the return trip. The schedules of the two routes are not arranged to facilitate such transfers. In many cases,

waiting times at Winthrop Beach would exceed walking times between there and final origins or destinations.

Comparisons of Boat and Blue Line Travel Times, Including Bus Access
Passengers who would be able to use buses to access the boat terminal can already use these buses to access the Blue Line at Orient Heights. The choice between a bus-boat trip and a bus-Blue Line trip would be influenced by a number of factors. In surveys of MBTA passengers on all modes, the most common reason reported for using the service is invariably "convenience." In deciding which of several transit alternatives is most convenient, most passengers would take into consideration overall travel time, frequency of service, proximity of stations to actual trip origins and destinations, and number of transfers required.

MBTA passenger surveys do not reveal the reasons for the travel choices of trip-makers who use private transportation modes rather than transit services. It is reasonable to assume however, that those who choose to drive rather than riding existing transit would be unlikely to be attracted to new transit services that were not perceived as being more convenient than the old ones. (Different people may have different views of the relative importance of various service attributes, and some may find that the ambiance of a boat ride outweighs other considerations. Nevertheless, ridership volumes on present and recent past boat services in Boston Harbor show that the most successful services are those that offer overall travel time advantages.)

The 2001 study includes estimates of trip times from Winthrop to Boston for a catamaran with a top speed of 25 knots and for a monohull vessel with a top speed of 22 knots. (Higher top speeds would be of little advantage because of Coast Guard restrictions in effect over many segments.) In normal weather conditions, dock-to-dock time between the Winthrop Public Landing and Long Wharf in Boston is estimated at 19.4 minutes for the catamaran or 25.4 minutes for the monohull. These times assume no intermediate stops.

The Blue Line Aquarium Station is located at Long Wharf, but there is no Blue line station closer to Winthrop than Orient Heights. From Orient Heights to Aquarium Station, the scheduled Blue Line time is 8.5 minutes. Excluding differences in waiting times, a passenger going from Winthrop to Long Wharf could get there faster by boat than by Blue Line only if access time were at least 10.9 minutes less to a catamaran service or 16.9 minutes less to a monohull service than access time to Orient Heights. During AM peak hours, the scheduled bus time from Shirley Street at the landing entrance to Orient Heights via Route 713 is about 15.5 minutes. Therefore, even a passenger with a trip origin at the landing could reach Long Wharf faster via the Blue Line than via a monohull boat.

The faster time for the catamaran would move the theoretical travel-time trade-off point on Route 713 to around River Street at Washington Avenue. However, as discussed above, there is currently no through service outbound to the landing from this segment of Route 713. Furthermore, because of the Harbor on one side and a park on the other side,

there is limited development on Washington Avenue between Winthrop Beach and River Street. Therefore, for all practical purposes, a bus-catamaran combination would only offer faster overall travel time than the bus-Blue Line combination from the segment of Route 713 south of Winthrop Beach. This would also be within the half-mile radius from which most walk-ins would be drawn.

Route 712 has through service to the landing entrance outbound, but not inbound. The travel-time trade-off point for bus-catamaran service compared with bus-Blue Line service would be at about Shirley Street and Pearl Avenue. This is within the segment where the amount of residential development is limited by a golf course on the west and a beach on the east. Passengers taking a bus to the landing from the segment of Route 712 north of Washington Avenue would not have through service on the return trip under the present route configuration.

The time comparisons above are from Winthrop to Long Wharf, but only a minority of riders would have final destinations in the immediate vicinity of Long Wharf. Passenger counts conducted by CTPS in 2003 show that between 7:00 and 9:00 AM, 9.4% of all riders on board inbound Blue Line trains entering Aquarium Station alighted there. Furthermore, only 21% of those alighting at Aquarium in that time (2% of those on board the trains) used the exit to Long Wharf. The rest used the exit on State Street, which is closer to more destinations. A boat passenger continuing to a destination closer to another rapid transit station than to Aquarium could complete the trip by walking or by transferring to the Blue Line. In either case, the additional time beyond Long Wharf would be longer than that for a passengers already on board a Blue Line train at Aquarium. A passengers already on the Blue Line could continue to any other rapid transit station in Boston at no additional cost. A boat passenger transferring to the Blue Line would have to pay a separate rapid transit fare.

Service Frequency Comparisons

The 2001 analysis assumes that two vessels would be run on a Winthrop commuter boat route during peak hours. With allowances for loading and unloading, the shortest feasible headways would be 25 minutes with catamarans or 30 minutes with monohull vessels. Blue Line trains currently run on alternating three- and four-minute headways during peak hours. This is more frequent than the bus service from Winthrop, so the latter effectively represents the frequency available to passengers using bus access.

The buses do not run on uniform headways. During AM peak hours, the average interval between trips on Route 712 north of Winthrop Beach is 16.5 minutes inbound and 22.5 minutes outbound. The average interval between trips on Route 713 west of Winthrop Beach is also 16.5 minutes inbound, but 20 minutes outbound. Passengers with outer trip ends near Winthrop Beach or between the intersection of Main and Hermon streets and Orient Heights can use either route, doubling the available frequency inbound and nearly doubling it outbound from the averages above.

Between Point Shirley and Winthrop Beach, the average interval between bus trips in either direction is about 30 minutes, but intervals range from 25 to 55 minutes. Blue Line

service is so frequent that inbound bus passengers do not have to plan to connect with specific train trips. With the much longer boat headways, boat passengers would want to plan connections with specific trips. Bus schedules would need to be revised to provide better coordination between bus arrivals and boat departures at the landing. The bus running time between the landing and Point Shirley is about 2.5 minutes in each direction. A minimum of one minute is allowed to turn a bus around at the end of the line, but some trips include additional layover time there. One vehicle bringing passengers to the landing both from points further north and points further south would have to drop off the outbound passengers from the north at least six minutes before those from the south. If connecting with the same boat trip, the passengers from the north would have to wait longer at the landing than those from the south. Alternatively, to provide equal waiting times for passengers in each direction, more buses would be needed, with each one taking a long layover at Point Shirley and connecting with different boats on the northbound and southbound trips. Even with well coordinated connections, however, the best boat-bus combination would offer less frequent service than the present bus-Blue Line combination.

For comparison, at the Hull commuter boat terminal the two inbound AM peak boat trips have scheduled connections of five minutes or less from a bus route running the entire length of the town. The 2000 survey found that 6% of the boat riders arrived on the bus, compared with the 19% bus access assumed for Winthrop in the 2001 study.

Further Analysis of Potential Feeder Bus Service Improvements

As discussed above, the present bus routes running past the Winthrop Public Landing do not run on uniform headways. Most southbound trips past the landing are served by buses running through from Orient Heights via the Winthrop Highlands route (Route 712) but most northbound trips past the landing run through to Orient Heights via the Winthrop Center route (Route 713). Passengers using these routes to travel between the landing and points north or west of Winthrop Beach would have through service in only one direction. Passengers using the nearest bus stops to the landing on Shirley Street would still have long walks to the boat dock. To provide attractive connections with the boat, it would be necessary either to modify service on one or both of the existing routes or to implement special new feeder service. Both strategies are examined below. The conclusion is that the most efficient strategy would be a combination of new and modified services.

Schedule Constraints. The 2001 study assumed that a Winthrop commuter boat would run on headways of either 25 or 30 minutes (depending on the top speed of the boats used) and that there would be four inbound AM peak and four outbound PM peak trips on weekdays, with no midday or evening service. The study did not recommend specific arrival and departure times. Therefore, for purposes of analysis of connecting bus service it is necessary to make some further assumptions about the boat schedule.

With four trips at 30-minute intervals, the overall boat service span in each peak period would be 90 minutes. Based on ridership patterns on the Hingham commuter boat, if the AM and PM Winthrop service spans were limited to 90 minutes, demand would be

heaviest for trips arriving in Boston between about 7:00 and 8:30 AM and leaving Boston between about 5:00 and 6:30 PM. This would require Winthrop departures between about 6:35 and 8:05 AM and arrivals between about 5:25 and 6:55 PM. These spans and departure times could be adjusted slightly if necessary to facilitate bus connections.

To ensure that passengers would have time to walk safely from the bus drop-off point to the dock, but would not have to wait long for a either a boat or a bus, feeder service would need to be scheduled so that buses arrived at the landing about 5 minutes before each scheduled boat departure, and departed about 5 minutes after each boat arrival.

Compatibility of Morning Route 712 Bus Schedule with Potential Boat Schedule. At present, during AM peak hours Route 712 buses running through to Point Shirley leave Winthrop Beach at 6:05, 6:30, 7:00, 7:55, 8:40, and 9:00. These buses would pass the driveway to the boat landing about 1.5 minutes later. If boats were scheduled to leave at 30-minute intervals starting at 6:37, the 6:30 and 7:00 bus trips could make good connections with the boats leaving at 6:37 and 7:07, and the 7:55 bus could make a slightly longer connection with the boat leaving at 8:07. There would be no connection to the 7:37 boat. Between the 7:00 and 7:55 bus departures, a Route 712 bus arrives at Winthrop Beach at 7:27 and departs for Orient Heights at 7:30 via Route 713. If this bus made a side diversion to the landing before proceeding to Orient Heights, it could make a good connection with the 7:37 boat. With elimination of the three-minute layover time at Winthrop Beach, departure to Orient Heights from there would be delayed by about 2.5 minutes. This would not require any delays to subsequent trips by this bus.

Compatibility of Morning Route 713 Bus Schedule with Potential Boat Schedule. At present, during AM peak hours Route 713 buses from Orient Heights are scheduled to arrive at Winthrop Beach at 6:10, 6:40, 7:12, 7:30, 7:40, 7:58, 8:08, 8:20, 8:32, and 8:43. All of these buses return from Winthrop Beach to Orient Heights via Route 712 after scheduled layover times of two to eight minutes at Winthrop Beach. Side trips to the landing could be added to some of these trips between the Winthrop Beach arrivals and departures. However, if the boat departures were timed for good connections with Route 712 buses, as described above, connections from Route 713 to 6:37 and 7:07 boat departures would be inconveniently long. Good connections could be provided to 7:37 and 8:07 boat departures by the buses scheduled to arrive at Winthrop Beach at 7:30 and 7:58.

The 7:30 bus has a scheduled layover time of six minutes at Winthrop Beach. This is about the same amount of time that would be needed to continue through to the boat landing and return. After arrival back at Orient Heights, the bus is scheduled to be there for four minutes before its next departure. Elimination of the layover time at Winthrop Beach could result in less schedule reliability on subsequent trips.

The 7:58 bus has a scheduled layover time of only two minutes at Winthrop Beach, so adding a round trip to the landing would require delaying the next inbound Route 712 departure of this bus by about four minutes. After arrival back at Orient Heights, this bus

is now scheduled to be there for four minutes before its next departure. With a four-minute later start from Winthrop Beach, the layover time at Orient Heights would also have to be eliminated to maintain the present outbound schedule.

Potential Routings for Added AM Bus Routes to the Boat Landing. The area, topography, and street layout of Winthrop all limit the possible routings suitable for bus connections to the landing. Therefore, any new bus service would probably run mostly on some combination of streets covered by the present Orient Heights-Winthrop bus routes. Departure times on a route intended primarily to provide boat connections would not be constrained by a need to maintain existing Orient Heights trip schedules. All new trips could run directly to the drop-off area within the landing site, but some buses that now run past the landing would have subsequent departure times delayed if they swung through to the drop-off area instead of stopping outside on Shirley Street.

One potential new bus route to the landing could start at Veterans Road and Shirley Street and follow inbound Route 712 via Winthrop Highlands to Main Street at Hermon Street. From there, buses would follow outbound Route 713 through Winthrop Center to Winthrop Beach. They would then follow outbound Route 712 to the entrance to the landing, and follow the landing circulator road to the drop-off area. Based on the running times on the present routes, times to the drop-off area at the landing would be about 17 minutes from Veterans Road at Shirley Street, 11 minutes from Main and Hermon streets, and 9 minutes from Winthrop Center. A bus scheduled to arrive five minutes before a scheduled boat departure could wait for alighting passengers from the boat and then return to the starting point in time to provide the connecting trip to the next boat.

Compared with service provided by diverting outbound Route 712 trips to the drop-off area at the landing, the new route described above would take about 10.5 minutes longer to the landing from Veterans Road at Shirley Street. The point from which bus times to the landing would be equal via Route 712 or the new route would be at about the intersection of Main and Revere streets. If boat schedules were coordinated with Route 712 outbound Point Shirley trip schedules, the new bus route would be attractive mainly to passengers from stops on the segments also served by Route 713. Therefore, the new route would be more productive if service to some additional points west of Main and Revere streets were substituted for the segment between there and the intersection of Veterans Road and Shirley Street. The specific choice of streets would depend partly on the sizes of the vehicles to be used, and the suitability of the streets for operation of these vehicles.

Compatibility of Evening Bus Schedules with Potential Boat Schedule. Most passengers who took buses to the landing in the AM peak would also need bus service to return them from the landing to their starting points during PM peak hours. As the present bus service is configured, passengers from points on Route 712 would have through service to the landing in the morning, but in the evening most buses running past the landing take Route 713 between Winthrop Beach and Orient Heights. With the boat schedule assumed above of arrivals every 30 minutes from about 5:25 to 6:55 PM, present inbound buses could provide convenient connections for only the first and fourth

boat trips. Therefore, at least two new trips for passengers from points along Route 713 would need to be run during PM peak hours. If these trips followed Route 713 from the landing to Hermon and Main Streets and then followed Route 712 outbound to Veterans Road at Shirley Street, they could also serve passengers who would use Route 712 to travel to the landing in the morning from points along that segment. The bus could also continue along Shirley Street to Winthrop Beach, but because of the indirect path it would follow to there from the landing, many of the passengers from that segment would find it more convenient to walk home from the boat.

Suitability of Bus Schedules for Connections to and from Point Shirley. As discussed previously, a bus providing a close connection to any boat trip from points north of the Public Landing would not also be able to provide a connection to the same trip from points further south after continuing to Point Shirley and back. However, if connections from the north were provided by a new route rather than by present Route 712 service, it would be more feasible to schedule the boat trips to make good connections with existing bus trips to and from Point Shirley.

At present, AM peak buses are scheduled to leave Point Shirley inbound at 6:15, 6:45, 7:10, 8:00, 8:25 and 8:50. These buses pass the Public Landing driveway about 2.5 minutes after starting. If boats departed at 6:25, 6:55, 7:25, and 7:55, the first and second trips would have good connections from Point Shirley via the 6:15 and 6:45 buses. The third trip would have a longer, but still reasonable, connection from the 7:10 bus. The fourth boat trip, if run at 7:55, would not have a bus connection, but since it would be the last morning trip, it could have a later scheduled departure without disrupting subsequent service. The 8:00 bus from Point Shirley could provide a good connection to an 8:10 boat departure, which would arrive in Boston between 8:35 and 8:40.

At present, PM peak buses are scheduled to leave Winthrop Beach for Point Shirley at 5:00, 5:15, 5:30, 6:00, 6:10, 6:30, 6:45, and 7:00, passing the Public Landing about 1.5 minutes later. If boats were scheduled to arrive at 5:25, 5:55, 6:25, and 6:55, the 5:30, 6:00, 6:30, and 7:00 buses could all provide convenient connections for passengers going to Point Shirley. Three of the buses have sufficient slack time in their schedules to allow them to make side diversions to the drop-off area at the landing and to wait a few minutes for late-arriving boats. The bus from the 6:00 trip goes out of service after arrival at Point Shirley. The bus from the 6:30 trip returns to Winthrop Beach one minute after arrival at Point Shirley, but goes out of service at Winthrop Beach. The bus from the 7:00 trip has a scheduled layover of 11 minutes at Point Shirley before returning to Orient Heights. There it has a scheduled six-minute layover before its next trip. The 5:30 bus would have the least flexibility for meeting a late boat. It is scheduled to leave Point Shirley one minute after arrival there, return to Winthrop Beach, and then run without passengers to Orient Heights, to make a 5:55 departure from there. At Orient Heights, this bus would have at most about five minutes to spare before its next departure.

Additional Work in Progress Related to Winthrop Transit Service. At this writing CTPS is in the process of conducting new on-board passenger counts on the present bus routes in Winthrop. Actual running times between key points will also be

recorded. The data obtained from this project may lead to recommendations for improvements to the existing service, and may also suggest additional alternatives for connecting service to a Winthrop commuter boat.

Figure 32. Winthrop Area with MBTA Transit Services.

Potential Ridership from Outside Winthrop

The 2001 analysis assumed that all or most of the riders on a Winthrop commuter boat would have trip ends either in Winthrop or on Deer Island, with the latter being reverse commuters. It was assumed that the boat would make no stops other than the Winthrop Landing and Long Wharf. The work program for the CTPS follow-on study called for a more detailed examination of the Deer Island ridership potential than was included in the 2001 study and for consideration of additional possible ridership sources including Logan Airport and Revere. The results are presented below. The conclusions are that the ridership estimates for Deer Island in the 2001 study are high, but that the study correctly assumed that ridership at Logan Airport would be insufficient to justify the additional time required by the stop and did not overlook any other significant ridership sources.

Deer Island Reverse-Commuters

Deer Island is part of the city of Boston, but the only overland connection to it is from Winthrop. The island was assumed to originate 80 passenger round-trips per day in all of the 2001 study alternatives. Unlike the Winthrop origins, which would mostly be starting from homes there, the Deer Island trips were assumed to be made by people working on the island. The Massachusetts Water Resources Authority (MWRA) sewage treatment plant is the location of the only employment there now. The rest of the island is a public park, so the only future changes in employment there would consist of revised staffing levels at the MWRA plant.

According to the report, the number of boat passenger trips from Deer Island was estimated manually, but no details on the derivation of this number are shown. Based on numbers in tables 2-1 and 2-2 in the report, the total of 80 appears to have been based on an assumption that all South Shore residents employed at Deer Island would use a Winthrop Boat. According to MWRA sources, the plant was originally expected to have a workforce of 450, but was actually being run in 2003 by a force of slightly under 300. If the 2001 study projections were based on the higher figure, a proportional reduction would bring the ridership estimate down from 80 to about 53. For reasons detailed below, however, the boat would be unlikely to attract all of the work trips from South Shore to Deer Island.

Deer Island is located beyond the southern end of Point Shirley, to which it is connected by a causeway. The present bus route from Orient Heights to Point Shirley crosses the causeway and terminates in a parking lot on the northern edge of the island. The distance to the north end of the causeway from the proposed commuter boat loading location at the Winthrop Public Landing is about one mile. The entrance to the MWRA complex is another half mile beyond the end of the bus route. There is a paved and illuminated sidewalk following a two-lane road for the rest of the way. It would not be feasible to extend the bus route any closer to the plant entrance, because there is no place to turn around outside the security gate, and passing through the gate would create excessive delay for security checks. Therefore, to make boat service attractive to MWRA workers, new shuttle van service would be needed.

Regardless of means of transportation, Deer Island workers currently commuting overland from any location other than Point Shirley or the neck just north of it have to pass the entrance to the Winthrop Landing on the way. As discussed above, if the boat service were run with a monohull vessel, the trip time from the Winthrop Landing to Long Wharf would still be slightly shorter by staying on a bus to Orient Heights and transferring to the Blue Line compared with getting off a bus at the landing and taking the boat. If the boat service were run with a catamaran, a passenger going from Deer Island to Long Wharf could save about five minutes by taking a boat, if the bus and boat schedules were well coordinated.

Deer Island workers taking boats toward Winthrop would first have to travel from their actual trip origins to Long Wharf. Because of the cost of parking in downtown Boston and the availability of free parking for MWRA employees at Deer Island, access to Long Wharf by those starting from beyond walking distance would be by public transportation. From the South Shore, the main transit alternatives are the Old Colony commuter rail lines, the rapid transit Red Line, the Hingham commuter boat, and the Quincy/Hull commuter boat. The nearest stop to Long Wharf on the Old Colony Lines and the Red Line is South Station. The walking distance between South Station and Long Wharf is about three quarters of a mile, and involves crossings of several intersections with heavy traffic. Rapid transit connections between South Station and Long Wharf are indirect. There is MBTA bus service (Route 6) between these two points, but it runs only every 30 minutes. The Hingham boat, which is by far the more heavily used of the two South Shore routes, terminates at Rowes Wharf. The walking distance from there to Long Wharf is about one quarter mile. The Quincy/Hull boat terminates at Long Wharf, where the 2001 study assumes that a Winthrop boat would also terminate. At present, Deer Island workers arriving on the Quincy boat could continue as far as Point Shirley by using the Blue Line and a bus from Orient Heights, but based on available information, few or none actually do so.

The 2001 analysis did not predict any trips to Deer Island from any origins other than the South Shore. For workers living in Winthrop, East Boston, Revere, or other North Shore communities, a boat from Long Wharf would be of no use. For those starting from other points north or west of Boston, it would be necessary first to travel into Boston to access the boat. However, for most such trips, the final link to Long Wharf would be the Blue Line. For passengers already on board that line, transferring to the boat at Aquarium Station and transferring again to a bus at the Winthrop Landing could theoretically save about 4.5 minutes compared with continuing to Orient Heights and transferring to a bus there. However, this would require making a close connection with the boat.

Deer Island Visitors

The MWRA has expressed interest in bringing tour groups to visit the Deer Island treatment plant via a Winthrop commuter boat. At present, most tours take place between April and November, with the number of visitors averaging 30 to 35 per day. As in the case of workers going to Deer Island, visitors would first have to travel into Boston to catch a boat, and would require transportation for the approximately 1.5 miles between

the Winthrop Landing and the MWRA plant entrance. The 2001 study assumes that a Winthrop boat would operate only in peak commuting hours. This would result in arrivals too early and departures too late to suit most tour groups. Alternate transportation would need to be used in one direction for those not wanting to spend an entire day on the island. Although such tours could generate extra revenue for the boat itself, they would be of little benefit to Winthrop. Most of the commercial enterprises in the town are oriented toward local residents rather than visitors, and none are located between the landing and Point Shirley.

There is a boat landing on Deer Island near the MWRA facility which was used in transporting construction workers to the site from the South Shore. This service was discontinued when the construction was finished, and the landing has deteriorated. The MWRA has an estimate of $800,000 for needed repairs to the pier and floats to make them safe for regular use. If it were usable, this landing would be much more convenient for Deer Island workers and visitors than the Winthrop Public Landing.

East Boston and Revere Passengers

Regional transit facilities often draw riders from outside the municipalities in which they are located. However, Winthrop is practically an island, separated from the mainland by Belle Isle Inlet and Short Beach Creek. There are only two road connections into Winthrop from the mainland. Main Street in Winthrop connects with Saratoga Street in East Boston, and is the route used by buses running between Winthrop and Orient Heights. Revere Street in Winthrop connects with Winthrop Parkway in Revere. (Bus service between Revere and Winthrop Highlands was last operated in 1978.)

Because of the limited road connections, any trips to the Winthrop Landing from outside points other than Deer Island would have to originate in or pass through either East Boston or Revere. Except for trips originating in a small area between the Blue Line and the Winthrop border, any trips from East Boston to Winthrop would go directly past Orient Heights Station. Since the boat time from Winthrop Landing to Long Wharf would be at least twice as long as the Blue Line time from Orient Heights to Aquarium Station, there would be little inducement for someone seeking a practical means of transportation to continue past Orient Heights to the landing. From streets between the Blue Line and the Winthrop border, the maximum distance to Orient Heights is about 0.8 miles, but the minimum distance to the Winthrop Landing is about 2.3 miles. Therefore, it is also unlikely that the boat would draw riders from that area.

Similar considerations apply to travel from Revere. Except for trips originating in the Beachmont neighborhood east of the Blue Line, the most direct routes to Winthrop from Revere run past Blue Line stations. Beachmont Station is on the direct line from the west, and Revere Beach and Wonderland are on the direct line from the north. The scheduled Blue Line times to Aquarium Station are about three minutes longer from Beachmont, five minutes longer from Revere Beach, and 6.5 minutes longer from Wonderland than those from Orient Heights. This would still result in total travel times to Long Wharf less than those from the Winthrop Landing.

The maximum distance to Beachmont Station from any point in the Beachmont neighborhood east of the Blue Line is about 0.6 miles. The minimum distance to the Winthrop Landing from the same neighborhood is about 2.1 miles. Therefore, it is also unlikely that the boat would draw riders from that area.

Potential Demand for a Stop at Logan Airport

The 2001 report assumed that a Winthrop commuter boat would not make a stop at Logan Airport because it would increase travel time to Long Wharf while attracting relatively few additional riders. The report did not include specific estimates of either the travel time impact or the potential airport ridership, however. These impacts are examined below. The conclusions are consistent with the 2001 study assumptions.

Impact on Boat Time to Downtown Boston

Increasing the travel time from Winthrop would make boat service less competitive with other alternatives for downtown Boston riders. It would also require longer headways, because the schedules assumed in the 2001 study allow no more time at either terminal than that needed to unload and load passengers.

If a Winthrop boat were to stop at the airport, it would presumably use the same docking facilities used by the Quincy commuter boat and on-demand water taxis. Either with or without an airport stop, a Winthrop boat would follow the same routes that the Quincy boat takes within Boston Inner Harbor. The schedule for the Quincy boat allows ten minutes longer to Long Wharf for a trip stopping at the airport than for a non-stop trip, including a five-minute dwell time at the airport. With smaller passenger volumes at the airport, dwell time there for a Winthrop boat might be shortened to as little as two minutes, but the added five minutes for diverting from the direct route, docking and casting off, and returning to the main channel, would be unavoidable. Therefore, an airport stop would be expected to add between seven and ten minutes to the boat time between Winthrop and Long Wharf.

As discussed previously, the Blue Line time from Orient Heights Station to Aquarium Station is 10.9 minutes less than the time from the Winthrop Landing to Long Wharf estimated in the 2001 report for the fastest non-stop boat. The added time from an airport stop would increase the differential to between 17.9 and 20.9 minutes. Either of these would exceed the overland travel time between the landing and Orient Heights. Therefore, a boat trip to Long Wharf from any point in Winthrop with an airport stop would take longer than a Blue Line trip. Furthermore, as discussed above, the Blue Line offers direct service or connections to many more destinations than a boat would. A Logan stop would, therefore, have a significant negative impact on boat ridership to Long Wharf. This could be justified only if the airport ridership exceeded the lost downtown ridership.

Estimated Boat Time from Winthrop to the Airport

The scheduled boat time from Quincy to the airport is five minutes less than the non-stop scheduled time from Quincy to Long Wharf. Speed restrictions in the Inner Harbor do not allow any travel time advantages for high-speed commuter boats compared with conventional boats in that segment. Therefore, it is reasonable to assume that regardless of the kind of vessel used, the trip time from the Winthrop Landing to the airport would be about five minutes less than the non-stop time from Winthrop to Long Wharf. Based on the times in the 2001 report, this would result in times from Winthrop Landing to the airport wharf of 14.4 minutes with a catamaran or 20.4 minutes with a monohull vessel.

There are some work locations in the immediate vicinity of the airport wharf, including a hotel, the Logan Office Center and Health Center, and some air cargo terminals. The airline passenger terminals are, however, beyond walking distance of the wharf. Boat passengers destined for the terminals would have to transfer to shuttle buses to complete their trips.

At present, to get from Winthrop to the airport by transit it is necessary to take a Route 712 or Route 713 bus to Orient Heights, transfer to the Blue Line to Airport Station, and transfer there to a Massport shuttle bus. The scheduled Blue Line time from Orient Heights to Airport Station is 4.3 minutes, or 10.1 minutes faster than the fastest boat time from Winthrop to the airport wharf estimated above. From Airport Station there are three Massport shuttle bus routes serving the general public, with additional shuttles for Massport employees and various shuttles run by other employers. As detailed below, the average running times for the present shuttle bus routes between the airport wharf and each of the passenger terminals are about 5.5 minutes longer than the times between the Blue Line Airport Station and the same terminals. Therefore, the combined Blue Line and bus time from Orient Heights to the airport passenger terminals would be about 15.6 minutes faster than the combined catamaran and bus time from the Winthrop Public Landing to the same terminals. (The present Blue Line station is to be replaced by a new station currently under construction just to the north. This may increase bus running times to the terminals slightly, but will also reduce Blue Line time from Orient Heights.)

With the travel times shown above, a boat-bus combination from Winthrop to the airport would be faster than the Blue Line-bus combination only for passengers with access times to the boat at least 15.6 minutes less than access times to Orient Heights. As discussed in the analysis of Long Wharf service, the Route 713 bus time from the landing entrance to Orient Heights station is about 15.5 minutes. Therefore, a trip including bus access to the Winthrop Landing would not be faster than a trip including bus access to Orient Heights for passengers going from any point in Winthrop to the passenger terminals at the airport. This would limit the market for boat service to the airport mostly to walk-ins or to people with work locations near the airport wharf.

Airport Work-Trip Potential

The 2001 Massport survey of airport workers provides detailed information on their home locations. For reasons discussed in the Long Wharf analysis, almost all walk-in trips would be expected to originate within one mile of the landing, with the majority of these originating within one half mile. According to the survey results, on an average

weekday about 710 Winthrop residents went to work somewhere at the airport. Of these, about 260 lived within one mile of the landing, including about 85 within one half mile. Of those living within one mile of the landing, about one quarter used the Blue Line (65, including 20 from within one half mile). The largest number reported driving to the airport alone (170, including 55 from within one half mile.)

All Winthrop residents living within one mile of the Public Landing would have shorter walking distances to stops on the Orient Heights bus routes than to the landing. A passenger who walked to the Public Landing would have to make only one transfer (to a bus at the airport wharf) compared with the two transfers (at Orient Heights and at Airport Station) required by the present transit service from Winthrop to the airport. The convenience of the transfer reduction would, however, have to be weighed against the frequency difference (at least 32 minutes for the boat versus 3.5 minutes for the Blue Line during peak hours.) Winthrop residents who currently choose to drive to the airport would be unlikely to perceive a bus-boat combination as an improvement over the existing bus-Blue Line alternative.

If all Logan workers who live within one half mile of the landing and commute via the Blue Line were to switch to the boat, there would be 20 such trips. Based on the typical pattern of walk-ins to transit stations, this would account for 50% to 75% of all the walk-ins, so the total would be between 28 and 40. The 2001 report medium estimate for ridership from Winthrop to downtown Boston is 310 inbound trips per day. Therefore, the number of downtown commuters for whom a Winthrop commuter boat would be less attractive with the addition of a Logan stop would be at least seven times as great as the number of Logan workers benefited. As noted previously, a non-stop boat from Winthrop to Long Wharf would be the fastest transit alternative for only a limited portion of all trips between Winthrop and downtown Boston. With the added time of an airport stop, no Winthrop residents would find a boat to be faster than the Blue Line for downtown Boston travel.

Airline Passenger Trip Potential

Boat service from Winthrop to the airport could theoretically be used by airline passengers as well as by airport workers. The total number of airline passenger trips to the airport from Winthrop on a typical day is, however, much smaller than the number of airport worker trips. A 1999 survey found 95 passenger trips to Logan from all of Winthrop, compared with 710 airport worker trips. Almost all of the airline passengers drove alone or took taxis, and none reported using the Blue Line.

Passengers who arrive at the airport by taxi can be dropped off directly at their airline terminals. For those who drive, the Central Parking Garage is much closer to the terminals than the airport wharf is. Passengers with luggage would be unlikely to walk as far to the Winthrop Landing as regular commuters would. Airline passengers not returning on the same day would need secure overnight parking facilities if they left their cars at the landing, but such facilities are not part of the plan in the 2001 report. Many airline passengers would need to arrive at or leave the airport during midday or evening hours, but the Winthrop boat is assumed to operate mostly or entirely during peak

commuting hours. For all of these reasons, it can be assumed that airline passenger ridership from Winthrop to the Airport would be negligible.

Further Details on Shuttle Bus Travel Times at the Airport

At present, Massport Route 22 runs only between Airport Station, three stops at Terminal B, and a stop serving the airport chapel. Route 33 runs between the station and terminals C/D, and E. (Terminal A is currently closed for reconstruction.) Route 66 runs from Airport Station to the water transportation terminal, then to terminals B, C/D and E before returning to Airport Station. It is the only public route serving the wharf.

Under average traffic conditions, Route 22 takes about three minutes from Airport Station to the first stop at Terminal B, and arrives back at Airport Station about eight minutes later. Route 66 takes about seven minutes from the wharf to the first stop at terminal B, and about 15 minutes from there back to the wharf. Route 33 takes about four minutes from Airport Station to the Terminal C/D stop, and about seven minutes from there back to Airport Station. Route 66 takes about 11 minutes from the wharf to Terminal C/D stop, and about 11 minutes from there back to the wharf. Route 33 takes about eight minutes from Airport Station to Terminal E, and about three minutes from there back to Airport Station. Route 66 takes about 13 minutes from the wharf to Terminal E, and about nine minutes from there back to the wharf. Overall, these figures indicate an average of five to six minutes extra in each direction for a shuttle bus trip between the wharf and an airline terminal compared with a shuttle between Airport Station and the same terminal. Each shuttle route is operated with two vehicles during peak hours, but because of the longer round trip time on Route 66, the average waiting time is longer at the Wharf than at Airport Station.

PUTTING IT ALL TOGETHER

"Putting it all Together" refers to the process of taking the recommendations from the individual topic areas and reconciling conflicts that may have arisen between the topic areas and identifying how the elements fit together. Map 6, the Community Development Plan Map, is the product of this process. Additional strategies are discussed in this section also.

Strategies include mapped strategies where the town envisioned and described the future of specific areas in town and non-mapped strategies that if implemented, would not necessarily result in a change in the land use of an area, and those strategies that are not location specific. In all cases, implementing these ideas will take a number of steps, many of which would involve public processes and reviews.

Community Development Plan Map

The Community Development Plan Map (Map 6) shows those recommendations that entail a change in land use in the town. The recommendations for these areas are described below and on the map. These recommendations are ways to reach a vision for a specific area and in some cases a way to meet a specific need that the town is facing, such as housing needs.

1. Crystal Cove

Consider rezoning to allow mixed use (residential and retail/commercial – including residential above commercial). Build the Harbor Walk. Ensure pedestrian connections to the boat terminal (e.g., maintain sidewalks). The trestle (see below) should be integrated into the Harbor Walk.

To accomplish this, the town should ensure that businesses, land owners, developers, and residents help to develop the Harbor Plan and examine possibilities for including housing along the harbor. In addition, the town could develop design guidelines appropriate to mixed use along the water front (e.g. provisions for public access to the water and appropriate placement of parking) and work with local business and property owners to improve the appearance of the streetscape in the near term (e.g., signage/façade improvements, landscaping and plantings).

The town should work with the landowners to develop an overall public access plan for these areas, investigate zoning incentives for owners in return for improved coastal access, and explore grants to build the Harbor Walk. The town should also ensure that state permitting agencies (e.g., DEP) are aware of the town's goals for access. The town should also update its zoning bylaw to include coastal access as a criteria when granting special permits.

Rationale. While workshop participants suggested the town recruit such office industries as biotechnology research and manufacturing, Winthrop's location limits its appeal for most large companies. Current metropolitan office market vacancy rates in excess of 20% make it particularly unlikely that the town will experience significant office demand in the near term other than from businesses serving the local market such as doctors, insurance agents, and law firms. In contrast, the regional housing market continues to experience strong demand and the recent proposal for redeveloping the Atlantis Marina property for residential condominiums and commercial space demonstrates that Winthrop's seaside location can economically support redevelopment with a mix that includes housing.

The combination of stores and housing would provide convenience for residents and establish a base of nearby customers that will sustain retailers' businesses. Re-development could increase both residential and commercial property values, add additional retail services for residents, and provide jobs for low and moderate income workers in service and retail businesses.

This area may become an even more attractive residential location upon the initiation of Winthrop's commuter boat service. While there may be some opportunities for tourist related businesses to serve visitors using the ferry, additional thought would need to go into ways to link Harbor area businesses to the boat terminal. In any event, tourism would be highly seasonal, and should be viewed as a potential add-on revenue opportunity for the majority of shops and restaurants that primarily serve year-round residents.

The Harbor Walk could provide an attraction to residents and visitors, and businesses would benefit from the additional foot-traffic.

The redevelopment of this area for mixed use and a Harbor Walk received a large number of votes at the public workshops.

2. Veterans Road and Shore Drive Area

Consider rezoning to allow mixed use – housing above retail. Proceed cautiously by limiting the number of such businesses allowed in this particular area since there are currently vacant storefronts and the area is densely residential. Houses and commercial structures should face both roads, helping to make Veterans Road an attractive thoroughfare. Explore funding programs that offer loans for housing upgrades, in return for affordability restrictions.

Rationale. Attendees at the housing and economic development workshop identified this area as needing revitalization. The substantial number of underutilized buildings, automotive businesses, and parking lots were thought to detract from the value of the surrounding residential district. Attendees suggested that tourist-related businesses might represent an opportunity for this neighborhood, given its proximity to the restored beach and the anticipated initiation of ferry service to Boston.

While a few restaurants or bed and breakfast type inns might fit comfortably into this neighborhood, its character is primarily residential and any attempt to introduce commercial uses should be taken only with due consideration for existing residents. While some tourist businesses might succeed near a revitalized Harbor district, it is advisable to proceed cautiously by limiting the number of such businesses allowed in this particular area. It is debatable whether viable year-round businesses could be sustained on the basis of summer beach traffic in this area, and the introduction of businesses that lie vacant for extended periods in the off-season would do little to improve the neighborhood.

Given the extent of the underutilized property in the existing business district, it may be advisable to focus on strengthening the residential character of the neighborhood rather than stimulating commercial redevelopment. Encouraging residential or mixed use re-development between Shirley Street and Veterans Road would increase the viability of neighborhood retail uses in the remaining commercial zone.

Any redevelopment of parcels between the streets should respect the streetscapes on both sides. Because Veterans Road was originally a railroad, many properties are oriented with their backs to this route, but it eventually could be redeveloped into an attractive thoroughfare of residences and businesses overlooking the golf course through the use of uniform setbacks, carefully sited parking, and building design guidelines.

3. Dalrymple School
Convert to market-rate condominiums. Consider whether a percentage of the units should be permanently affordable.

Rationale. The school will be closing in September. Since Winthrop is built-out the re-use of buildings offers the best opportunity for meeting housing needs. The site offers impressive water views and would be best suited for market rate condos. This would provide housing opportunities for middle and upper income groups and would help increase Winthrop's percentage of owner-occupied units. The town could consider whether the conversion or redevelopment of this site to housing offers a feasible opportunity for including a small number of affordable units. This concept received support from the majority of attendees at the Housing Workshop.

4. Belle Isle Marsh Walkway
Create a walkway along the marsh from the cemetery to Route 145 at the East Boston border. The walkway should be included in remediation plans for the landfill (see below).

5. Atlantis Marina / Gateway from East Boston
The town recently rezoned the marina area to allow mixed use. Its redevelopment will soon be underway by the owner. A Harbor Walk could extend along the water in this area too.

Rationale. See rationale for mixed use and a Harbor Walk under Crystal Cove, above. A Harbor Walk could extend from Route 145 down to the marina. The town should ensure that the rear of the Mirak property is improved for access – i.e., part of the Harbor Walk. Redevelopment of this area for mixed use and improved coastal access received a large number of votes at the public workshops.

6. Hospital Site
Encourage redevelopment as high end condominiums and consider requiring a minimum percentage of permanently affordable units. The town recommends a maximum of 65 units.

Rationale. Private developers have offered various housing plans for this site and the town has rezoned the site to encourage housing. The limit of 65 units is based on zoning.

7. Bentley Building Site
Replace the building with 6 single-family houses.

Rationale. The building is currently being demolished and the owner has proposed this use of the site. This use appears most compatible with the neighborhood.

Additional Strategies

Natural Resources and Open Space
The town is currently creating an Open Space Plan. The strategies outlined below focus on natural resource and open space issues unrelated to the town's parkland.

Trestle. Remnants of an old rail bed remain in two locations in – in Crystal Cove and off the shore near Sea View Avenue. Only pilings and fill remain. It appears that both trestles are in fairly shallow water, and the Sea View Road bed is breached by the water. Both rail beds present viable opportunities for improving public access along the shore and it is an advantage that the town has control over both. There are some constraints on the future uses of these rail beds. The town likely would need to seek local, state and federal approvals. Neither site has adequate room for parking or boat unloading, so it does not appear that a boat ramp would be a viable use. The opportunity to reconnect these two beds is not likely feasible since a marina is located inland from the rail beds. The two rail beds could be improved to provide passive use – i.e., fishing or simply enjoying the views of the water and Boston skyline.

Due to its remoteness, the portion off of Sea View Avenue would most likely be used by residents that live nearby. The breach could be filled and the trestle left as is for residents to enjoy.

The portion in Crystal Cove should figure prominently in the Harbor Master Plan and in feasibility studies for a Harbor Walk. The elevation could be raised with additional fill or

a pier could be constructed. In either case, landscaping, benches and, perhaps, interpretive signs could be installed. Since the trestle offers views of Snake Island, which is part of the National Park Service's (NPS) Boston Harbor Islands, the town could discuss with the NPS the possibility of installing educational signage about the ecology of the island.

Belle Isle Creek and Marsh. Belle Isle Marsh, which is partially located in Winthrop, is Boston's last remaining salt marsh. It is composed of salt marsh, salt meadow, and tidal flats and is home to at least five species that are state-listed as endangered, threatened or of special concern. A little more than half of the area is owned and managed by the DCR. In addition, Belle Isle Marsh is located in the Rumney Marshes Area of Critical Environmental Concern (ACEC), which requires certain proposed developments to undergo additional scrutiny by the state. Another asset in protecting the marsh is the existence of a non-profit organization, Friends of Belle Isle Marsh, whose mission is to preserve the marsh. The portion of the marsh in Winthrop is owned by DCR and by the town.

The ACEC extends beyond the land owned by the town and state. This land is zoned for conservation use, light manufacturing, and residential use. Existing land uses include conservation uses (the reservation), residences, a school, a cemetery over a landfill, a ball field, town Public Works facilities, and a handful of commercial establishments.

While protecting this resource requires efforts of all communities that abut the marsh and the state, there are steps that the town can take. Ideas include:

- Undertake an educational program targeting homeowners and businesses that are located in the ACEC. Information on best management practices for lawn care, disposal and handling of hazardous waste, habitat improvement, etc., could be the focus of the campaign. The town should explore the feasibility of partnering with Friends of Belle Isle Marsh to maximize grant opportunities since there are many grants available only to non-profits – especially for educational purposes.

- Ensure careful scrutiny of potential impacts when projects are proposed within the ACEC boundary. The town should retain technical assistance for reviewing projects as needed.

- Consider rezoning the land in the ACEC to prohibit high risk land uses. Some uses currently permitted in the light manufacturing and commercial uses may pose a risk to water resources. Rather than changing the underlying zoning, the town could adopt an overlay zone that matches the boundaries of the ACEC. The overlay zone could exclude high risk uses while still allowing residential and commercial development.

- Ensure that current waterfront uses in this area have all necessary state permits.

- Work with the state to determine solutions to ensuring that the marsh is not stagnant (natural flushing no longer occurs).

- Work with DCR to identify other opportunities to reestablish the marsh through acquisition.

Landfill. The former landfill, capped with a cemetery atop of it has been leaking. While not an imminent threat, the town must correct the problem before a hazardous situation is created. The town is moving forward with appropriating funding to conduct a study on potential corrective action. Based on the recommendations in that study the town will need to find money to correct the situation. The sentiment at the open space and natural resources workshop was that the town needs to continue to move forward. The town should ensure that this issue remains in the public eye to ensure support for funding when the appropriate corrective action is determined. The town should continue to work with its state legislators to see if state or federal programs could assist with the costs. The town should include plans for a walkway when designing the corrective solution.

Morton Street and Fishermen's Bend. Workshop attendees felt that the rear of properties abutting Belle Isle Marsh (Morton Street and Fishermen's Bend, #5 and #6 on Map 3) warranted attention. These areas contribute to the overall quality of the coast aesthetically and ecologically. Fishermen's Bend has been improved. The town should ensure that the area is maintained. For the Morton Street area, the town should pursue violations of local regulations and encourage the state to pursue violations of state regulations.

Zoppo Land. The DCR recently acquired this property, referred to as the Zoppo Property, and added it to the Belle Isle Marsh reservation. The salt marsh on this property will be restored. The town should work with the DCR to set a time line for completion of this project.

Logan Airport. Winthrop currently receives payments from MassPort due to impacts from the airport. The town should ensure that payments continue and are adjusted when expansions at the airport increase impacts to the town.

Clam flats are located in this area also. The town should ensure that access to the flats is not obstructed, develop a shellfish management plan to better manage this resource, and hire a shellfish constable. The town should investigates methods for collecting fees from shellfishermen.

Housing

As we have seen, Winthrop lacks developable land and has a relatively old housing stock. Thus most options to improve housing opportunities for a range of income groups will be through preservation, redevelopment, or more efficient use of existing residential stock and adaptive reuse of existing non-residential property.

We recommend the following strategies for priority consideration. The appendices include a matrix with a broader menu of possible strategies for further consideration and additional resources.

Form a Housing Committee or Housing Partnership. It is important to establish a housing committee or partnership to be a voice for housing in the community. The role of the committee could include advising local boards, strategic planning, advocacy, policy and program development, public education and information, building coalitions with other groups, etc. Participants should include not only those officials who deal with housing (planning board, housing authority) but local citizens with relevant background and expertise (e.g., developers, lenders, real estate professionals, chambers and business leaders, religious leaders). This committee / partnership could determine numeric housing goals and a timeframe for the town to meet the goals.

Although the impetus should come from interested citizens, the active support from chief elected officials is essential. They should appoint members, determine the committee's mission, and maintain ongoing dialogue regarding progress. The town should also assign staff to support the committee. The Massachusetts Housing Partnership Fund (www.mhp.net) can provide guidance on establishing a committee.

Partner with a Housing Development Non-Profit. Much of the affordable housing preserved, repaired, or created in recent years has been done by non-profit developers. They provide expertise in development and financing, have access to a range of funding sources, and provide an added proactive voice for housing. Massachusetts has an extensive network of nonprofits and many of them can operate outside their "home" base. Community Builders, for example, the largest urban housing developer in the country, operates nationally; on a smaller scale, groups like the Women's Institute for Housing and Economic Development, Caritas Communities, Inc., and Habitat for Humanity can also develop or rehabilitate housing in many communities. Every community is also served by a regional non-profit; Winthrop is under the jurisdiction of the Metropolitan Boston Housing Partnership (MBHP), which provides a variety of housing assistance and real estate services.

For more information on non-profits, see corp.sec.state.ma.us and www.mhp.net; MBHP can be reached at www.mbhp.org or (617) 859-0400.

Continue administrative partnerships with Revere, Chelsea, and others. Winthrop currently contracts with the Chelsea Restoration Corporation to provide home-buyer training courses and with Revere's Department of Planning and Community Development for work specifications, bidding supervision, and contract administration in conjunction with the housing rehab loan program. These working relationships allow the town to benefit from the expertise of neighboring communities without adding local staff. The town should continue these partnerships until the workload rises substantially and administrative funds become available.

Take advantage of new consortium membership to access federal HOME funds as well as housing expertise of neighboring communities and non-profits. Winthrop has been accepted to join the North Suburban HOME Consortium based in Malden as of July. This will provide access to federal funding that can be used for first-time homebuyer assistance, rental rehabilitation, or development of rentals or condos, including acquisition and redevelopment of existing properties. Unlike most consortiums, this group does not allocate fixed amounts to each community but awards funds on a project-by-project basis voted on by member communities. The first-time homebuyer program is run consortium-wide. At least 15% of the consortium's total allocation must go to a qualified non-profit.

For development and redevelopment projects, funds are typically used to fill funding gaps, leveraging funding and financing from a number of sources, including MHP, DHCD, MassHousing, and others. Among its many projects, the Consortium has used HOME funds as part of the financing package to develop assisted care facilities in Malden and Revere (projects included financing from MassHousing and tax credits); support the Housing Corporation of Arlington in acquiring two-family homes for permanent, affordable rental housing; and assisted Caritas Communities, Inc. in redeveloping existing properties for single-room occupancy in Medford, Everett, and Arlington.

Seek additional funding for Home Improvement Loans. Over 35 households are currently on the waiting list for housing rehabilitation funds. Some of this need may be addressed with HOME funds through the consortium and with additional CDBG funds already applied for. The town may also wish to explore MetroBoston Housing Partnership resources, including a state-funded program that provides low- and no-interest loans to make modifications to the homes of elders, adults with disabilities, and families with children with disabilities.

Take steps to retain expiring use properties as affordable housing. Affordability in some privately owned, mixed-income developments is governed by use restrictions that allow owners to sell or rent at market rates after a given number of years; these developments and their restrictions are referred to as "expiring use." There are steps communities can take to extend affordability, beginning by investigating the status of the property and its restrictions and getting technical advice and assistance. The list of expiring use properties and information about maintaining affordability is available at www.chapa.org. Expert guidance is available at CEDAC at (617) 727-5944 or www.cedac.org.

Communities should consider this issue a priority; it is almost always preferable and more cost-effective to preserve existing affordable housing rather than build new affordable housing. Also, these properties typically are good developments; they are well-maintained and serve long-term community residents.

Winthrop is advised to investigate and monitor the status of Fort Heath Apartments, the town's only potential "expiring use" property, with 150 rental units that count on the

Subsidized Housing Inventory. It appears that the owner has agreed to continue the restrictions until the end of the original mortgage term, and the state shows an expiration date of 2018. But these facts should be corroborated. This is too important a resource to risk losing.

Adapt existing housing stock to meet needs of seniors and handicapped residents. Explore funding programs for making existing units handicap-accessible, and for other modifications to units where the elderly live. See recommendations above for using HOME funds and Home Improvement Loans and work with the Credit Union to ensure that local seniors are aware of their programs.

As the need arises request assistance from the Massachusetts Housing Partnership (MHP). Request assistance from MHP to conduct feasibility studies, create development plans, identify appropriate funding and financing sources, and streamline the financing application process.

Explore the Feasibility of Adopting Inclusionary or Incentive Zoning. "Inclusionary" zoning requires residential developers to provide for affordable housing. "Incentive" zoning provides that developers seeking special permits may receive some sort of beneficial treatment, such as increased density, in exchange for providing affordable housing. In either case, the law may limit the developer to producing units within the development or it may allow off-site production or in-lieu payment into a housing fund to support a range of housing programs.

Inclusionary/incentive zoning offers a scattered site, low-impact mechanism for communities to control growth and increase affordable housing in proportion to new market-rate housing. It uses an "internal" subsidy, using the proceeds from the market-rate units to support the affordable units. It does not require additional financial support, and it works especially well in strong markets.

Many communities in Massachusetts have adopted this technique, with varying degrees of success. Communities include Arlington, Belmont, Brookline, Cambridge, Lexington, and Newton. There is considerable difference in the models used. The Newton ordinance is among the oldest, is fairly structured, and promotes housing for those earning low incomes. Lexington, on the other hand, has a policy rather than a by-law, with a series of flexible options including a range of affordability levels. With no land zoned for multi-family housing, the town uses the policy to guide the Planning Board in determining whether to recommend development-enabling zoning changes to Town Meeting.

In designing a local ordinance, it is probably most useful to look at the most recently adopted laws, since they benefit from the experience of others. Belmont and Arlington are among the most recent, and both by-laws are available on their websites: for Belmont, see Section 6.10 of the Zoning By-law at www.town.belmont.ma.us and for Arlington see Section 11.08 at www.town.arlington.ma.us. In its brief existence, Arlington's law has been very successful. The town has six units that are completed and occupied, five

that are approved but not yet under construction, and about six to ten in the proposal phase.

For an excellent discussion of the issues involved in formulating a good law, see *Inclusionary Zoning: Guidelines for Cities and Towns*, prepared by Edith M. Netter, Esq., and appearing on the Massachusetts Housing Partnership website, www.mhp.net. Other relevant documents on the same site are *Inclusionary Zoning: Lessons Learned in Massachusetts* and *Zoning for Housing Affordability*. As with many housing strategies, a good starter discussion also appears in CHAPA's *Taking the Initiative* (see www.chapa.org).

Economic Development

The portrait of Winthrop that emerges from its economic profile is of a relatively prosperous residential community with an underperforming local economy. Winthrop has impressive assets such as proximity to downtown Boston, a long coastline with extensive water and city views, and a charming village scale and small town atmosphere in several of its commercial districts. At the same time, Winthrop's limited access to neighboring communities reduces its attractiveness to businesses which serve a large customer base or draw employees from around the region, and Winthrop consequently has a small base of jobs and services for residents.

In the public workshop, Winthrop residents expressed dissatisfaction with a several aspects of the commercial sector: the need to revitalize businesses and properties around the harbor and downtown, unattractive properties and inappropriate commercial uses in prominent locations, an insufficient commercial tax base, and the town government's lack of support for economic development.

Strengthen the town government's role in stimulating economic development. It was reported at the forums that the town is not organized to facilitate the development of businesses: no staff are assigned to planning or economic development, the approval and permitting process often result in unreasonable delays for small business owners, issues such as parking and traffic congestion are not addressed, and there is a perception in the business community that further development is not encouraged.

There are a number of options for focusing public and private energies on improving the commercial sector ranging from establishing volunteer committees to creating professional staff positions. The choice of an organizational mechanism would depend on further clarification of the community's economic development goals and its willingness to invest to achieve them. Alternatives include:

- Create a full- or part-time staff position to promote the town, recruit businesses, secure grant funding, and/or shepherd development proposals through approval processes. This will ensure that there is a clear point-person for businesses to interact with.

- Create an Economic Development Committee under the Board of Selectmen.

- Develop closer public-private cooperation via the Winthrop Chamber of Commerce or another public-private partnership.

- Establish an ad hoc committee and/or retain an outside consultant to review the town's processes for reviewing developments and regulating businesses and to work with the business community to rectify barriers to business recruitment and expansion.

The Community Development Plan Committee also suggested the town could consider having an appointed Planning Board rather than an elected board.

Winthrop Center. The town's main commercial area centered on French Square has a distinctive small town scale and atmosphere that many less established communities now seek to create. However, the selection of businesses in the center is somewhat limited, a number of stores appear to be struggling, some businesses are unsightly, and residents and businesses report problems with traffic and parking that encourage customers to shop elsewhere.

- Appoint a public-private group to identify near-term remedies to the parking issue. The town's earlier parking study can provide a point of departure, but a variety of management solutions (e.g., revised enforcement of parking regulations, offsite parking for employees) should be explored, alternatives selected, and individuals in the town staff and in the business community assigned responsibility for completion.

- Work with business and property owners to ensure that businesses remain viable.

- Explore options for improving the appearance of those auto-related businesses that are in prominent approaches to the town, such as cooperative improvements, regulatory approaches, and financial assistance.

- Explore with land owners and developers what barriers have prevented redevelopment of properties in the center to add second floor housing units.

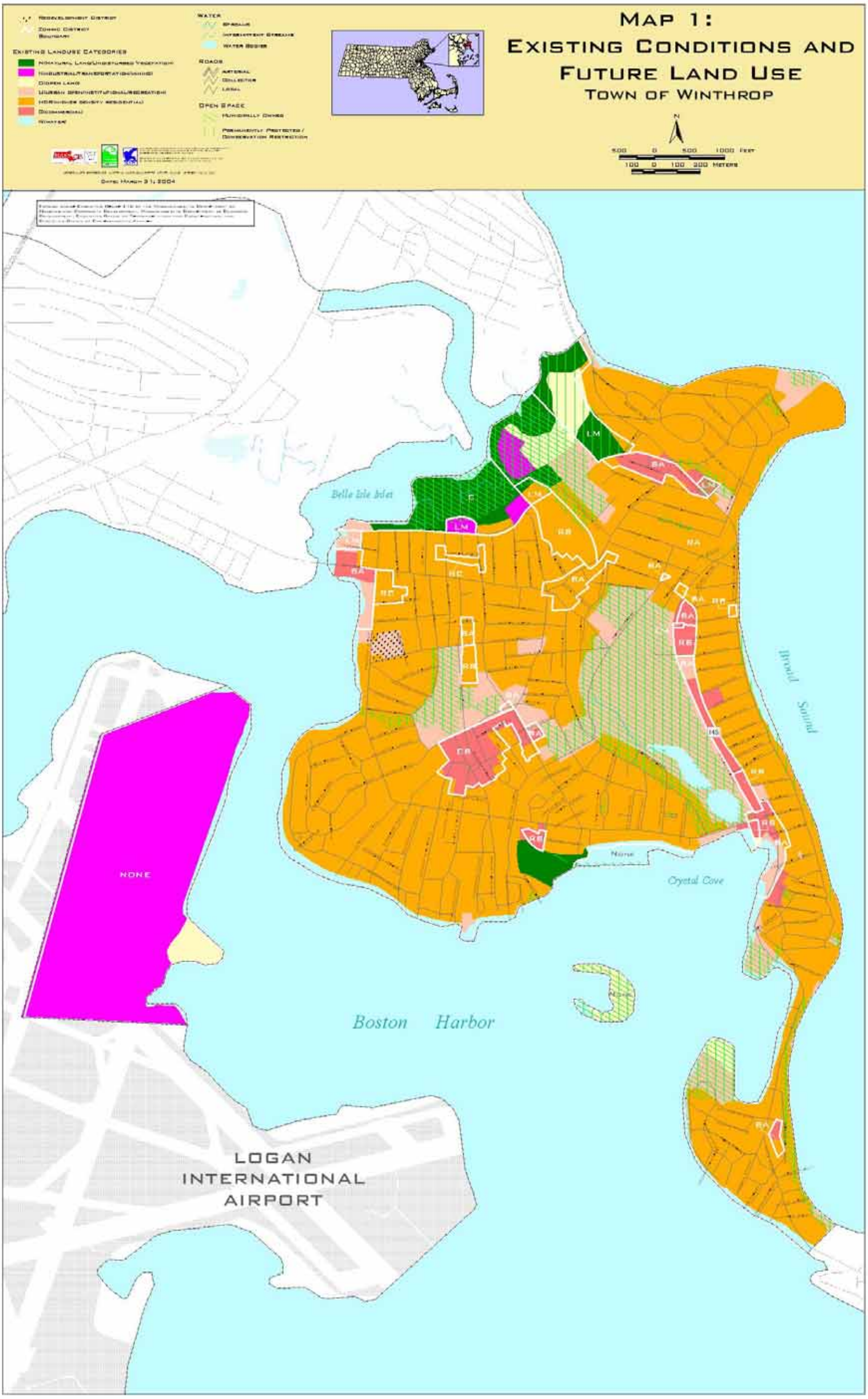
Transportation

- An inspection of walking paths to the proposed Winthrop boat terminal found that all major roads as well as most side roads within a mile have sidewalks in good to excellent conditions, with lighting at night. No serious traffic hazards at cross streets were observed, but a crossing guard at the main intersection at Winthrop Beach could be helpful to pedestrians during peak commuting hours.

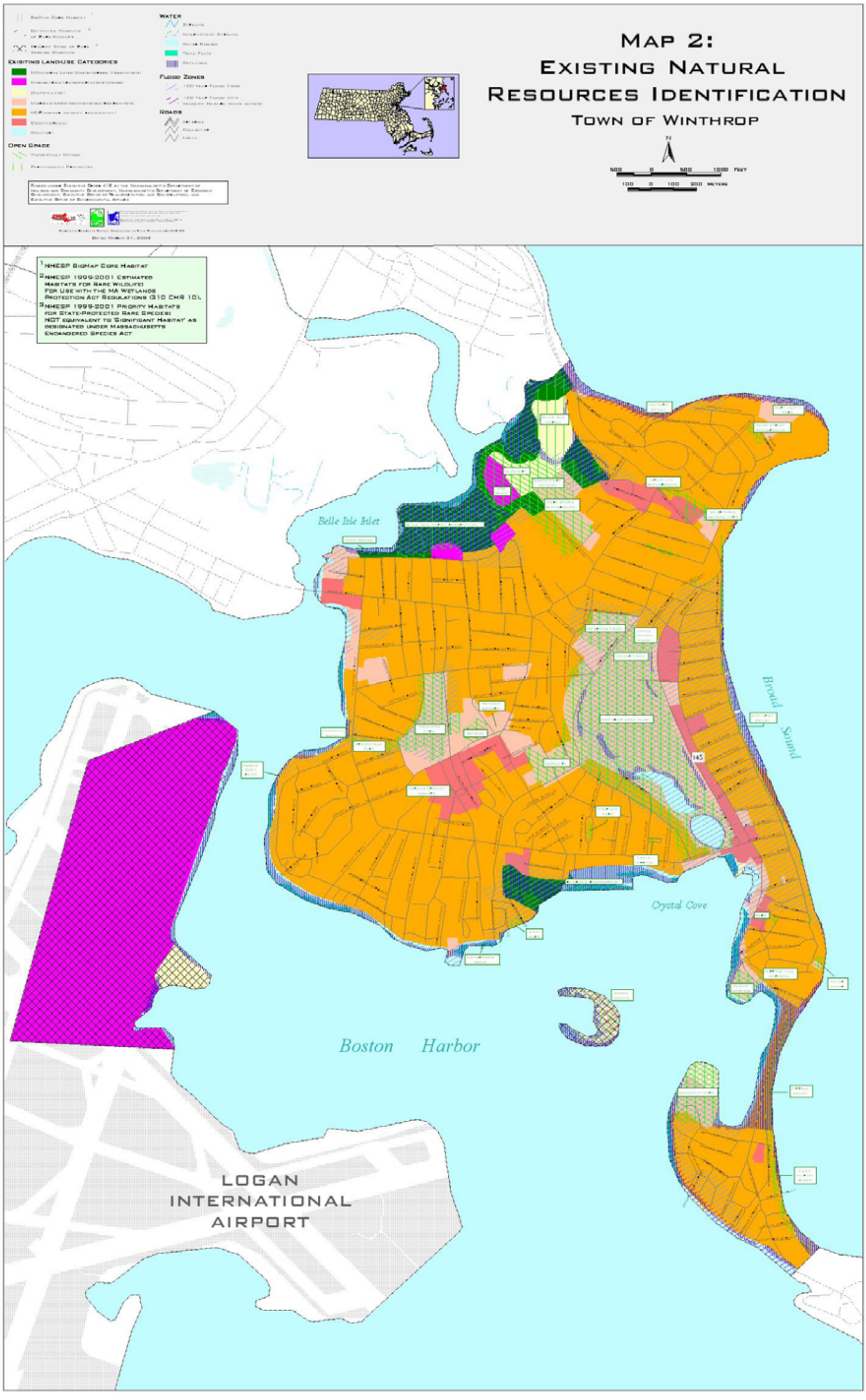
- Secure sheltered bicycle parking facilities would be needed at the terminal.

- All sections of Winthrop have bus connections to MBTA rapid transit. These routes could also be used for access to a boat terminal, but would require some schedule revisions to optimize convenience of transfers.

Map 1. Existing Conditions and Future Land Use



Map 2. Existing Natural Resources Identification

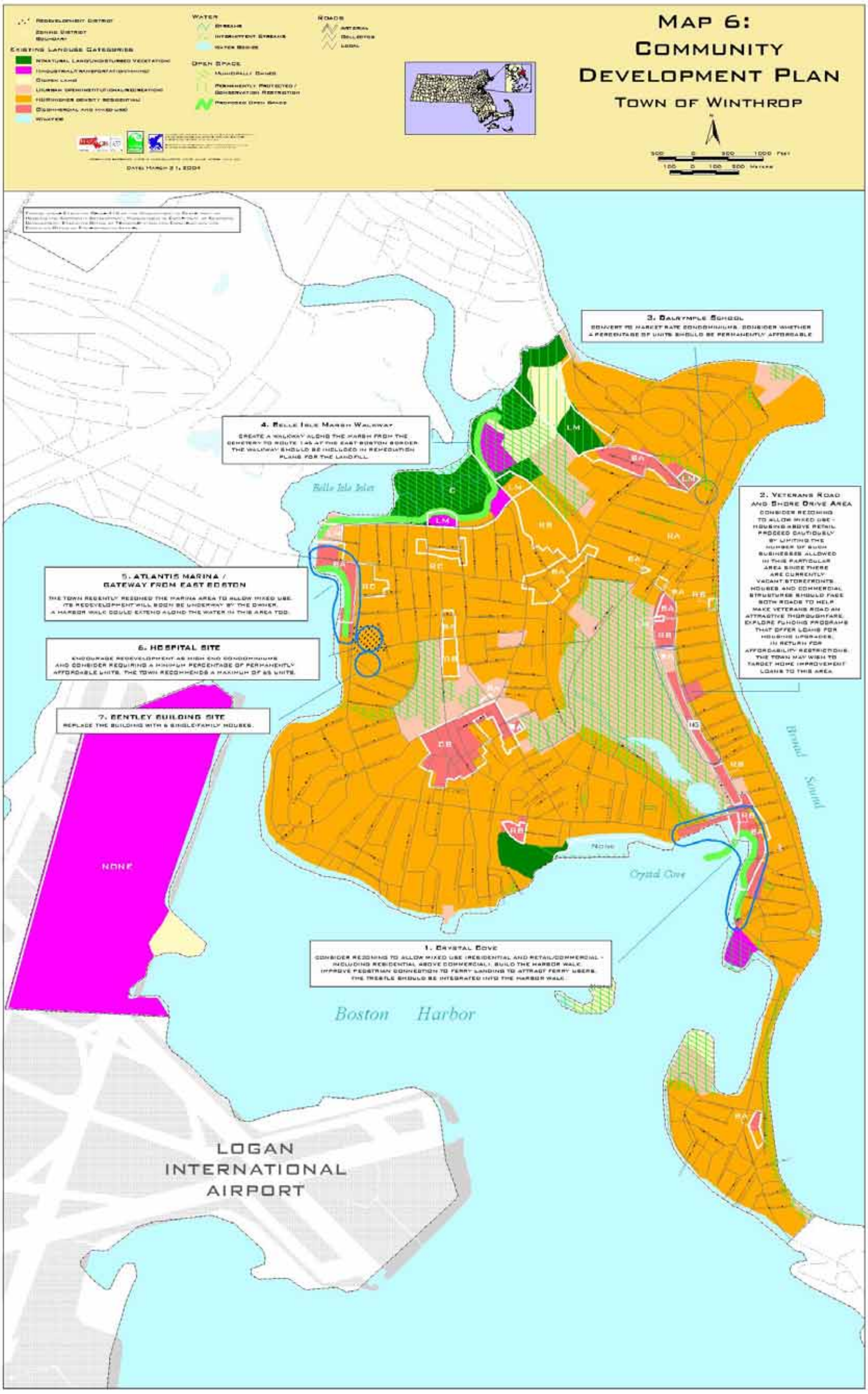


Map 3. Suggested Sites for Open Space and Natural Resource Protection

Map 4. Potential Housing Opportunities

Map 5. Potential Economic Development Opportunities

Map 6. Community Development Plan Map



APPENDIX

Appendix I – Results of Public Workshops

June 5, 2003 Visioning Workshop

Town-Wide Strengths

Votes	Group 1	Group 2	Group 3	Group 4
7		Beaches, boating		
6			Ocean, beaches	
5		Seashore community	Proximity to Boston	Small community Location (Boston, ocean)
3	Water-based Proximity to Boston Beaches Strong neighborhoods	Strong sense of neighborhood New municipal facilities	New schools	Everyone knows everyone
2	New schools Public transportation People	New schools	Boating, yacht clubs	Sense of security
1	Diversity of housing types Outdoor recreation Safe Close to airport Deer Island Park Close to T	Proximity to Boston, airport Small town atmosphere versus city Low crime rate Education system Compactness, walkable Convenience Good support services	Relative lack of class structure Isolated community, east of Logan	People Real estate, pretty neighborhoods Good schools History Fully developed MassPort
0	Isolation Walkability Great views Marinas, yacht clubs Golf course Public landing, ramps Good infrastructure Ferry Variety of outdoor beauty Close to Areas of Critical Environmental Concern (ACEC) Stable	Remoteness, isolated Historic housing stock Parks & playgrounds Great town loyalty, work ethic (workers & volunteers) Good restaurants Good hair salons Deer Island Park Good public transportation	Small town Active, mixed-age population Strong sense of community “Pretty good” infrastructure Beginning of north shore Golf course Marinas, boat yards Senior center	Small town oasis, surrounded by open ocean Lack of industry Golf course Recreational activities Town meeting form of government Infrastructure (DPW, police, schools)

Town-Wide Weaknesses

Votes	Group 1	Group 2	Group 3	Group 4
6			Lack of money	
5	Underutilized waterfront		Preservation, maintenance of town buildings	
4		Traffic going in & out of town Lack of money Weaknesses in zoning bylaws (e.g., gas stations in center) East Boston gateway to Winthrop not inviting		Town government, lack of trust Lack of long range planning Waterfront not fully developed
3	Need for town manager Business-unfriendly	Logan Airport		Lack of appreciation of maritime
2	No commercial base Limited affordable housing Limited recreational activities for kids	Parking Capital improvements	Noise & air pollution Lack of indoor recreation for kids	
1	Lack of public access to harbor Lack of employment opportunities Traffic Poor planning	Population density Limited land for development Lack of activities for youth Lack of enforcement of regulations	Proximity to Logan Condition of Winthrop Beach	Limited access Lack of industry Town finances, public's lack of education on town finances Better developed local business base Maintenance Lack of regional planning
0	Attitudes to change Isolation Noise from airport Density Low variety of stores Parking Land poor Volunteer boards MDC beach Contaminated sediment in harbor Dredging of harbor Gas pipeline Lack of money Dependent on state aid Limited tax base Air pollution Resources to other state facilities	Sewage treatment plant No industry (limited economic base) MDC Beach erosion Limited access to town during storms Exposure to storms Gateway to center not inviting	Traffic Major parking problems Over-crowding No hospital, health facility Lack of senior housing New fire station 3rd access into town Negative attitudes	MassPort Limited tax base MWRA Fully developed Image problem Lack of money Sewer, water system Town vehicles Parking, lack of enforcement

Town-Wide Opportunities

Votes	Group 1	Group 2	Group 3	Group 4
8		Waterfront		
6				Harbor development
5			Maintenance program for parks, buildings Town manager	
4	Better planning for residents, tourists	Skating rink – future possibilities Redevelopment of trestle		Tourism / ferry / B&Bs
3	More visitor friendly Ferry	Ferry service Bell Isle Marsh enhancement		Town manager Package & market town's history, natural areas, real estate
2	Waterfront attractive to visitors Better awareness of environmental resources	Dalrymple School redevelopment	Utilities underground Ferry, opportunity for economic development. Upgrade shore drive	Create a long term financial plan / capital improvement plan
1	More money Clean beaches, public bathrooms Encourage employment opportunities Open space	Proximity to Boston Public transportation improvements Redevelopment of Shirley St. area & center Bed & Breakfasts Encouraging an art community area Golf course & related areas (what to do when lease expires) Harbor walk Commercial fishing pier Beaches	Maritime center Town communications Street cleaning, sweeping	Participate in Harbor Island National Park Service Harbormaster office at ferry terminal Regional planning
0	Better parking Redevelopment of hospital site	Open space Redevelopment of existing parcels Limited tourism Quaint atmosphere Developing greenway further Create a skate park Create a dog park	Youth center Historic district Additional business growth Sidewalk, road upkeep Government, town website Increase communication	More opportunities for kids, teens Redevelopment of Shirley Street

Natural Resources and Open Space Themes

Input to DEP decisions on open space (Belle Isle Reservation)
Easement behind water tower

Themes
Acquire and develop Mirak space
Acquire, protect Belle Isle Creek
Long term protection of golf course as green
Access to beaches (stairs)
Upgraded maintenance of parks, ongoing maintenance of ball fields
Long term plan for memorial rink, recreation area including indoor recreation
Revitalization and access to small beaches
Land use regulations to prevent erosion and sedimentation in harbor.
Recreation center at Walden/Pauline
Rehabilitation of Memorial Auditorium to include recreation center.
Program waterfront activities

Housing

Themes and Concepts
Promoting owner-occupancy (5 votes)
Illegal units (5 votes)
Advocating with the state regarding housing certificate requirements (4 votes)
More B&B conversions (regulations needed) (4 votes)
Lack of first time homebuyer opportunities (3 votes)
High density – over-developed (2 votes)
Assisted living (2 votes)
Controlled growth
Lacking consistent quality housing (1 vote)
Minimum size of housing units needed
High home prices
Lack of developable land
Unfair penalization by the state on affordable housing
High owner-occupancy
No more density
Diversity in housing stock
Minimum property maintenance standards
Proper development of vacant buildings for housing
Condo conversions of current stock
Parking associated with housing
Zoning to encourage mixed use / encourage in business districts
Should not increase population because it increases density
“Housing is not the town’s business”
Maintain the quality of housing
Need for less housing, more open space

Economic Development

Overall

Winthrop is a hidden jewel of the north shore. Use better communication and cooperation between businesses and government to promote and maintain Winthrop. Utilize its ocean access, beaches, waterfront, and proximity to Boston.

Themes

Marine – Waterfront development. Commercial fishing, boat building, etc.
Better promotion of town assets (water – kayaking, bird watching).
Better boating access to Belle Isle Inlet.
Better care / use of beaches.
Ferry to Boston, Islands, whale watching.
Town government more user-friendly for business.
Grow existing businesses.
Encourage relationships with MassPort, MWRA (public-private relationships)

Transportation

Additional Strengths

Safe for pedestrians, bicyclists
Deer Island paths
Don't need a car to get around (town is 1.6 square miles)
Public transportation

Additional Weaknesses

Traffic, parking, access
Gateway not inviting
Need better buses (smaller, newer, upgraded)
Need better bus routes, scheduling

Additional Opportunities

Ferry
Bus to Revere, Lynn
Bicycle path to ferry
New bus route to ferry

Goals and Themes

Roads

Roadways will be smooth and free of pot-holes.
Need to look at traffic flow
Continue road maintenance
Too many stop signs – survey them
Fort Banks hill during school time is congested. Provide a 2nd access to the school.
Dunkin Donuts congestion – make right turn only
Traffic light in East Boston (at cleaners) causes congestion.

Winthrop Bridge is to be rebuilt wider and higher. Make it safer, more pedestrian friendly.
Continue to work regionally.
Need better access/exit during storms. Need better communication regarding road closures during storms.

Pedestrians and Bicyclists
Encourage people to walk instead of drive.
Have good, accessible, safe sidewalks that are handicap accessible.
Trees are causing sidewalk lift.
Abutters should cut shrubs that overhand the sidewalks. (Also causes sight line problems for drivers).
Ferry, harbor needs decent sidewalks that are connected to town.
All properties should have sidewalks.
Teach children about crossing safety at schools. Continue enforcement.

Parking
Parking will be organized and enforced; businesses will prosper.
Build multi-story parking garages. They should be scattered around town.
Enforce time limits for parking spaces so that businesses have adequate parking.
Utilize existing parking areas (e.g., driveways).
Look to acquire land (e.g., blighted land) for parking.

Transit
Transit will be intermodal, convenient, accessible, cleaner, and reduce congestion.
Need newer buses. Use shuttles or trolleys instead – looks nicer and fits better on narrow streets.
Talk to MBTA about more linkages beyond Orient Heights. Link to Wonderland, Lynn (commuter rail), Revere, and Saugus.
In Winthrop, need better access to Highlands.
Buses need to pull over when they stop. Enforce bus stop parking restrictions.
The ferry should reduce cars, bring in day-trippers. May attract workers in South Boston (higher end businesses) to live in Winthrop, economic opportunities.

Did we miss anything?

No responses.

If you were the benevolent king or queen of Winthrop for a day, based on what you heard tonight, what would you do for your subjects?

Give all town employees a raise.
Plant 1,000 large trees.
More paid positions for commissions.
Raise taxes.

The headline in tomorrow's newspaper will read "Winthrop residents meet and _____".

Plans Bright Future

August 21, 2003 Natural Resource and Open Space

Goals, as Prioritized at the Forum

Open Space and Recreation
Upgraded maintenance of parks, ongoing maintenance of ball fields (8 Votes)
Town should take a lead role at MDC site – Zoppo land (8 Votes)
Trestles are opportunities (8 Votes)
Acquire and develop Mirak space (7 Votes)
Better pedestrian and bicycle connections (4 Votes)
Listing of public access ways (4 Votes)
Access to beaches (stairs) (2 Votes)
Revitalization and access to small beaches (2 Votes)
Morton Street MDC property (2 Votes)
Program waterfront activities (1 Vote)
Input to DEM decisions on open space (Belle Isle Reservation) (1 Vote)
Long term protection of golf course as green (1 Vote)
Need second access drive to Kennedy Drive (school with recreational facilities) (1 Vote)
Long term plan for rink, recreation area including indoor recreation (0 Votes)
Recreation Center at Walden/Pauline (0 Votes)
Recreation Center at Memorial Auditorium (0 Votes)
Easement behind water tower (0 Votes)

Natural Resource Issues
Protect Belle Isle Creek/Marsh (15 Votes)
Address leaking landfill (14 Votes)
Prevent erosion and sedimentation in harbor (7 Votes)
To make better use of and protect clam flats (3 Votes)
Better management of Lewis Lake tide gate (1 Vote)
Protect Fisherman's Bend (0 Votes)

Priority Natural Resource and Open Space Areas For Attention (see Map 3)
Morton Street and Fishermen's Bend – clean up rear of properties that abut the open space (#5, 6 on map) – 12 Votes
Mirak property (#1 on map) – 11 Votes
Commercial waterfront properties – work with owners when they redevelop to improve waterfront access with walkways (#3, 4 on map) – 11 Votes
Landfill / recreation area – 11 Votes
Logan Airport (#7 on map) – 11 Votes
Town Center gateway – clean it up (#8 on map) – 5 Votes
Metcalf Square – 3 Votes

Atlantis Marina (#2 on map) – 3 Votes
Ingelside Park flooding issues (#9 on map) – 3 Votes
Miller Field – 2 Votes

Description Of Process
Approximately 15 persons attended the August 21st Natural Resources and Open Space Forum at the Winthrop Senior Center.

Attendees revisited the results from the June Visioning Workshop that related to open space and natural resources. Attendees reviewed these items, added additional goals and specific environmental issues that need to be addressed to the lists. Next, each attendee prioritized their concerns by voting on the top three goals and top three environmental concerns.

Workshop participants then brainstormed on specific open spaces or natural areas that they felt the town should work to enhance in the future. They worked off maps that showed natural resources and existing open space. Each attendees was given 5 dots, worth $10,000 to spend in an area. The top three results were considered the priority areas/actions.

November 19, 2003 Housing Workshop

Overall Goals

- Work to get state to recognize Winthrop's limitations regarding housing production (7 Votes)
- Create first-time homebuyer opportunities (6 Votes)
- Encourage proper development of vacant buildings for housing (6 Votes)
- Upgrade housing quality, require annual inspections of rentals (5 Votes)
- Develop a plan to handle illegal apartments. Code and health inspections should be coupled with policies that bring them up to code and protect tenants. Could help toward 10% affordable goal (4 Votes)
- Find ways to include affordable units in all new development (e.g., hospital, school) (2 Votes)
- Facilitate housing so long-term residents can remain (e.g., tax stabilization subsidies for long-term) (1 Vote)
- Provide, support assisted living so older residents can stay (1 Vote)
- Give preference to people who live or work in town (for new development) (1 Vote)
- De-densify housing (0 Votes)
- Address problem of transient airline workers living in rooming houses (0 Votes)

Ideas for New Housing that Received Two-Thirds Support (see Map 4)

- Hospital (#1 on map) – maximum of 65 units, affordable, condos
- Bentley Building Site (#2 on map) – across from hospital. Assisted living.

- Dalyrmple School (#3 on map). Market rate condos.
- Potential developable land along Shirley Street / Vets Road / Community Building (#4 on map) – mixed use.
- Side Streets from Shore Drive to Shirley Street (#5 on map) – upgrade existing housing stock
- Crystal Cove (#6 on map) – mixed use, keep marina, more development possible
- The Strand – Shirley Street (#7 on map) – upgrade existing housing stock

Ideas for New Housing that Did NOT Receive Two-Thirds Support (see Map 4)

- Dalrymple School (#3 on map) – assisted living
- Potential developable land along Shirley Street / Vets Road / Community Building (#4 on map) – mid-rise apartments, 4 to 6 stories.
- Mirak (#8 on map) – rentals

Enablers

Location
Geography
Having a grants coordinator
Housing Authority
Infrastructure (MWRA)
MassPort – sound insulation program helps with rehabilitation of housing
Town is working with a non-profit for first-time homebuyer program
New elementary school

Limiters

Money
Size of town
Traffic
Population density
Zoning regulations
Infrastructure, age
High hazard flood areas
Conservation land, laws
Airport noise

Strategies

Get money
Use MWRA as a resource (e.g., get money for sewage line from Hull that goes through town)
HOME Consortium (will be joining in July)
Support and enhance the school system

Description of Process

Approximately 11 persons attended the November 19th Housing Forum at the Winthrop Senior Center. Participants brainstormed overall housing goals based on a presentation

of housing data, the results from the previous Visioning Workshop, and their own local knowledge. Participants then used the voting dot method to determine priority goals from the list.

January 8, 2004 Economic Development Workshop

Economic Development Themes and Priorities

Economic Development themes identified in the June, 2003 city-wide visioning session were presented, and several were refined through brief discussion. Two additional themes were added by attendees (denoted by *italics* below).

# Votes	Economic Development Goal / Theme
9	Make town government more user-friendly for business *(plus, town should look at zoning to allow for redevelopment at higher intensity, and should deal with traffic and parking issues)*
7	*Address parking and traffic problems at Point Shirley, downtown, and the beach*
7	Grow existing businesses *(especially tourism and hospitality)*
6	*Improve transportation links, e.g., to Blue Line, Urban Ring, Revere, Wonderland, ferry to Lynn*
6	Marine uses on the waterfront (commercial fishing, boat building, etc.)
5	Opportunities with ferry (link to Boston, Harbor Islands, excursions) and related Shirley Street development
4	Promote town assets Water related (kayaking, bird watching, etc.) Improve boat access to Bell Isle Inlet Improve care/use of beaches
1	Encourage public-private partnerships with Massport, MWRA, etc., to gain funding, and agency support in attracting developers

Applying Economic Development Themes to Locations

Based on the discussion of economic trends and themes, participants were asked to identify on a map specific areas that should be improved through economic development initiatives. These suggestions were then discussed by the larger group.

Much of the evening's discussion focused on revitalizing and redeveloping the area along Shirley Street from the harbor north to Cross Street. The concept for this area combined several economic development themes – building from the harbor location and maritime activities to create a more intensely settled mixed use district that combines existing and new marine, tourism, and hospitality businesses with residences on the second floor.

Attendees' comments on all of the identified locations are summarized below. Reference numbers relate to locations on Map 5.

# on Map 5	Location & Suggested Uses
1	**Shirley Street and Harbor** Harbor Area (southern end) Encourage hospitality businesses (tourism, restaurants, shops, bed & breakfast lodging, small hotel) to leverage the harbor location and traffic from ferry service. Continue to pursue funding for the Harbor Walk (Town has made a grant application for design funding). Expand parking to support businesses, and establish bus service to Wonderland/Revere to increase through traffic. Redevelop the marina and business district more intensely, including residences above ground floor retail. Much of the commercial area is under one ownership. Improve the MDC beach and establish other attractions to draw visitors (entertainment like an aquarium or water based recreation) Support marine uses such as marine electronics sales/service to maintain the working harbor for existing businesses and justify continued maintenance of the harbor for navigation. **Shirley Street (from harbor to Cross / Crescent Street / Beach Road)** Develop a more pleasant streetscape to encourage pedestrian use. Allow a mix of residential and commercial (e.g., retail, B&Bs). Reduce traffic speeds to enhance pedestrian crossing.
2	**Beach area** Create a more beautiful beach to attract visitors. US Army Corps of Engineers has a plan for improving the beach. Neighborhood zoning and existing use is entirely residential except for one small parcel. Bed & Breakfast businesses might be compatible with residences.
3	**Crest Avenue** Redevelop or renovate Dalrymple School to generate tax revenue. Possible mixed use with retail and residential, or as office (R&D, high tech, biotech, Massport offices). In existing commercial district, encourage second floor housing above residential. Develop parking areas behind stores.
4	**Main Street Gateway** Redevelop/clean up entry point from Boston for higher value uses that give a more positive impression of the town. DEP prefers water-related uses in the area. Some suggestions: marine uses, seafood restaurant. Nautilus site is being redeveloped by adding condominiums and restaurant, and existing medical offices will be retained.
5	**Town Center** Provide more parking to support existing businesses, and re-visit the possibility of building a parking structure on the existing municipal lot. Make automotive businesses at entrance to the center more attractive or help

	them relocate to less prominent sites. Property owners need to cooperate to encourage redevelopment. Most individual buildings and parcels are smaller than is economical for larger scale businesses, e.g., chain retail stores. Encourage development of residential units on second floor over retail. Current zoning allows this, but none has been built.
6	**Hospital site** Renovate or redevelop for professional office or light manufacturing use.
7	**Main / Central / Revere Streets commercial area** Commercially zoned land behind the grocery store has potential for expansion of the store or some other complementary business.

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Appendix II – Natural Resource and Open Space Funding and Resources

Funding Opportunities

- DEM's Coastal Access Small Grants Program in the past offered up to $10,000 to towns for projects that improve access to the coast. The grant could be used to hire an engineer or other professional to design the project. The town received funding under this grant in for various projects in past years. (Grants in this program are not currently being awarded, but it may in the future).
- Winthrop has received funding in the past from the Massachusetts Urban Self-Help Program, which assists cities and urban towns with acquisition, construction and renovation of parks. Depending upon a community's equalized valuation per capita decimal rank, the State reimburses 52% to 72% with a maximum reimbursement of $50,000 per project.
- The Federal Land and Water Conservation Fund is administered by the State Division of Conservation Services for the acquisition and development or renovation of park, recreation or conservation land. The program reimburses 50% of the total cost of public outdoor recreation projects with a maximum award limit of $150,000. www.state.ma.us/envir/dcs/LandWater/default.htm.
- The Massachusetts Environmental Trust awards grants to municipalities, nonprofits, and educational institutions for a variety of environmental protection programs and projects. www.massenvironmentaltrust.org.
- The Manomet Center for Conservation Services has a comprehensive grants directory for open space conservation. This includes government sources and private funding sources. www.manomet.org/regional/resources.
- The Coastal Pollutant Remediation (CPR) and CPR Plus Grant Programs are administered by the Coastal Zone Management Program. It offers public and non-profit entities grants for addressing coastal non-point pollution problems**.** Eligible projects include implementing clean marina and recreational boating programs and management of pollutants such as bacteria, sediments, and nutrients.
- The Rivers and Harbors Grant Program is a statewide program of matching grants from DCR's Office of Waterways to towns and municipalities for design and construction to address problems on coastal and inland waterways, lakes and great ponds.
- Communities often establish land acquisition accounts. Sources of funds used (or proposed) for these funds include:
    - Annual allocations from general operating funds
    - Proceeds from the sale of municipal properties
    - Proceeds from the sale of Tax Possession Land
    - Community Preservation Act fund
    - Local portion of hotel/motel room tax
    - Cell tower lease fees on municipal property
    - Reexamine town leases to see if lease rates should be raised to generate more revenue for the town.

Appendix III – Additional Housing Strategies and Housing Resources

This matrix lists a comprehensive menu of strategy opportunities that the town may wish to refer to in the future.

Develop leadership and organizational, planning, and administrative capacity	
Strategy	**Description / Rationale**
Establish a strong public commitment to housing	Obtain strong and visible support from elected leaders to meet housing needs for all income levels
Form a housing committee or housing partnership	Ideally, impetus should come from interested citizens, with active support of chief elected officials. Committee should be appointed & endorsed by these officials & its mission agreed upon. Staff should be assigned.
Hire housing professional or designate staff person responsible for housing	To assist & guide housing committee, liaison to other planning functions, coordinate & lead housing efforts, & enable community to proactively promote housing
Build coalitions with other groups & partners	E.g., chambers & business associations, religious groups, social service & human service providers, & advocates
Develop a proactive housing policy	Policy establishes commitment & guides action. Should be integrated with other local policies & inform zoning goals & provisions
Housing Development Non-Profit	Form a housing development non-profit or work with an existing non-profit with skills in housing development, rehabilitation, & financing. A non-profit would provide access to additional funding sources & provide development expertise
Form a Community Land Trust (CLT)	A CLT is a member-controlled non-profit that acquires & holds land but sells or rents housing on it to residents. Reduces cost of housing by removing land costs from housing equation; limits increases in future housing costs. Ensures permanent affordability
Undertake a public education campaign	Educate people about what is "affordable," how housing affects local citizens & the region's economy, ability to attract & retain workers
Simplify, streamline regulations and procedures	Can aid production generally or act as incentive for affordable housing. E.g., reduced fees.
Include explicit housing goals in zoning bylaw	Goals set the stage for specific provisions

Preserve existing housing stock, including existing affordable units, and adapt existing housing stock to meet changing needs	
Strategy	**Description / Rationale**
Develop a system to track and	The town can abate up to 75% of the taxes and 100% of

pursue tax title property	the interest if tax delinquent properties are turned into affordable housing (for households earning up to 120% of the area median income and kept affordable for at least 45 years).
Stricter penalties and enforcement of illegal apartments where safety hazards are created.	Bring enforcement issues up to state legislators. Provide additional staff, at least temporarily to spearhead this program. Public education campaign of hazards.

Facilitate production of new housing units through redevelopment of vacant or underutilized buildings	
Strategy	**Description / Rationale**
Explore feasibility of re-use of Community Building	The relatively small size of the site poses challenges. The town could seek technical assistance from the state to study potential re-use.
Work with the Housing Authority to see if there are opportunities to add units at current developments.	If federal funding is not available, the town may need to seek funding sources.
Allow accessory apartments, accompanied by an "amnesty program" for existing units & affordability provisions	Makes more efficient use of existing buildings; promotes affordability. Helps tenant & owner: owner gets added income, potential upkeep assistance. Can be structured with incentives for affordability. Amnesty could also apply to undeclared duplex & multi-family.
Allow mixed uses along Crest Avenue and Revere Street business districts.	This would allow smaller units above retail and offices.
Develop an Affordable Housing Plan under 40B Planned Production Program	Communities develop a plan pursuant to DHCD guidelines and request certification of compliance by demonstrating that low and moderate income housing has increased by at least ¾ of 1% of total year round housing units during the calendar year for which certification is requested. Once certified, the town may deny comprehensive permit applications for a year; if they have produced 1.5%, they may deny applications for 2 years.

Local Initiative Program (LIP)	Local control of progress toward 10%. Could be used with accessory apartments, housing above stores, infill, substantial rehabilitation, other housing development alternatives so units count toward 10%. Units must meet affordability requirements & be deed-restricted; residents must be income eligible. Allows communities to tailor programs to local needs. The community must apply to DHCD for approval.

Work Regionally to Meet Housing Needs	
Strategy	**Description / Rationale**
Regional Coalitions	Regional coalitions advocate for housing, undertake public information/education campaigns, & serve other purposes. The MetroWest Affordable Housing Coalition, formed by clergy, legislators, & others, has over 50 members from 25 community & faith-based organizations, local businesses, etc. They have been raising awareness & stimulating public dialogue about the lack of affordable housing & encouraging solutions.
Regional cooperation among non-profits or housing authorities	To eliminate redundancies or fill service delivery gaps. Some local housing authorities provide services to neighboring communities. E.g., Hudson Housing Authority provides rental assistance, LIP program resales, & lotteries services to Stow on a fee basis. Housing authorities also informally share equipment, computer technical assistance, etc. Statewide legal & supportive services are available centrally to housing authorities.
Regional non-profits, housing partnerships, land trusts, & housing trust funds	Community Land Trust of Cape Ann (CLTCA) is a private non-profit to create affordable housing & provide stewardship of land. It retains title to the land, keeping housing permanently affordable. CLTCA has purchased several buildings, rehabbed them, & sold or rented units at affordable prices. There is also a North Shore Housing Trust Fund.
Regional funding campaign	Could tap private donations, businesses & business associations, private foundations, religious organizations, etc., for specific clientele or development or for regional trust fund.
Housing services consortiums	Some housing support services are provided regionally through regional non-profits, CAP agencies, etc.
Potential opportunities under 40B proposed legislation	Option 1 is project-specific; contiguous communities could collaborate to share infrastructure costs associated with housing growth & benefits of housing growth, as reflected in attainment of housing goals. Option 2 is a broader opportunity for contiguous communities to plan proactively

	& collaborate in addressing regional housing needs. It creates a pilot program for up to 3 housing regions.

Additional Resources

- MAPC, *Local Housing Checklist*, at www.mapc.org
- Citizens' Housing & Planning Association (CHAPA) provides many useful resources, especially *Taking the Initiative: A Guidebook on Creating Local Affordable Housing Strategies.* Call (617) 742-0820 or visit www.chapa.org.
- Department of Housing and Community Development, www.state.ma.us/dhcd
- For information on expiring use properties, contact CEDAC at (617) 727-5944 or www.cedac.org.
- Local Banks (e.g., East Boston Savings Bank Meridian Charitable Foundation, www.ebsb.com/community/meridian_foundation.cfm.
- Mass. Housing Partnership (MHP) for project-specific technical assistance, identification & packaging of financial resources, rental financing, homeownership programs, technical publications, examples of local strategies, etc. Visit www.mhp.net or call (617) 338-7686.
- MassHousing is the state affordable housing bank. It lends at below market rates to support rental and homeownership opportunities for low-to-moderate income households in Massachusetts. Call 617-854-1000 or visit www.masshousing.com.