

Salem Winter Island Park Master Plan and Summary



Prepared for the City of Salem
Prepared by The Cecil Group, Inc.
Final Report-September 15, 2011

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INTRODUCTION

The City of Salem has prepared a master plan for Winter Island Park - a significant historic location, recreation venue and civic and open space asset along the edge of Salem Harbor. The master plan has been prepared to establish a long term vision for the Park that can be achieved through a series of phased improvements and operational changes that will better fulfill the community's goals to enhance the potential of the Park as a civic and environmental resource. The City has identified this endeavor as:

“A guide for the successful renovation and redevelopment of Winter Island in order to enhance its unique natural resources, preserve its historically significant properties, increase the public's access and enjoyment and enable it to operate in a financially sustainable manner.”

Winter Island Park contains a deep and rich history and was added to the National Register of Historic Places in 1994 as part of the Winter Island Historic and Archaeological District. It contains several Native American archaeological sites dating over 6,000 year old and the masonry and earthworks of Fort Pickering established in 1644. The Park was home to the United States Coast Guard and Sea Rescue Station, which was based in the historic USCG Hangar Building; one of two of this type in the country along with the Barracks' Building and several other smaller structures. The Park was also the center for Salem's fishing trade throughout the 1,600's.

The Park is a significant and educational place not only for the City of Salem, but also the region and country. In combination with past master planning processes, the Winter Island Park Master Plan will only further enhance the community and its connection to the water creating a vibrant, safe and useful open space.

ACKNOWLEDGEMENTS

The Winter Island Master Plan and Report required input from many important participants who offered their professional advice and knowledge along with valuable insight to the City's use of the park along with important opinions toward its current state and how it should be developed in the future. The Cecil Group's team including the Winter Island Park Committee took into account all input and applied it in a professional and well thought out manner. We thank the City, committee members and the public for becoming an important part of the master planning process and the Park's future.

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Citizens of Salem	To all citizens who attended the public meetings

1. EXECUTIVE SUMMARY

The Winter Island Park Master Plan process began in December of 2010 with the City of Salem's Department of Planning and Community Development selecting The Cecil Group of Boston, Massachusetts to assist the City and community through an extensive in depth planning process consisting of six main tasks:

- Establishment of the Master Plan Context.
- Establishment of the Park Program.
- Establishment of the Park Vision.
- Identification of Implementation Strategies.
- Formulation of a Draft Master Plan.
- Preparation of the Final Master Plan.

Purpose

The purpose for the Winter Island Park Master Plan is to assess and make graphic and written recommendations for short and long term improvements to the current use and character of the park. Currently, the park is extensively used throughout the summer months accommodating many activities and programs including: Waikiki Beach swimming and sunbathing, community sailing programs, theatrical performances, community gardening, RV and tent site rentals, tot lot and playground, picnicking, boat storage and a Police Department firing range. Because the park has limited, spaces and parking this number and variety of programs and uses creates a disorganized setting and appearance. The master planning process is meant to identify and organize the most appropriate uses for short and long term goals of the City and park while enhancing and maintaining a financially sustainable park.

The Team

The Cecil Group, a Boston based planning and landscape architecture for private and municipal projects lead a team of highly qualified consultants who not only are leaders in their industries, but also intimately familiar with the City and Salem Winter Island Park. *The Bioengineering Group* located in Salem, Massachusetts is a national leader focused on developing ecological and sustainable solutions for a multitude of projects, which transact the repair and healing of past impacts into landscape scale ecosystems. *Susan St Pierre, AICP* is certified and professional planner with an extensive background with public and private real estate development and transportation and waterfront projects involving planning and design review. She is also a resident of Salem and is a past member of the Board of Trustees for the Plummer Homer, the adjacent property to Salem Winter Island Park, a member of the City's Open Space and Recreation Plan Update Committee, and the author of the 2007 *Winter Island Barracks Building Feasibility Report* prepared for the City of Salem. *PAL (The Public Archeology Laboratory, Inc.)* is one of New England's leaders in Cultural Resource Management and historical preservation providing support for well over 3,000 development and

planning projects. *FXM Associates* have performed numerous market analyses and feasibility studies for public waterfront facilities and potential market-driven uses such as restaurants, hostels, concessions, marina and marina support facilities. They have assisted the City in examining its options for other waterfront sites and they will provide advice regarding key factors in the potential success or failure of revenue-producing ideas that emerge.

The Process

The entire planning process was estimated to occur over a five month period and would include several key components presented at a series of meetings through power point presentations and documents distributed to team members and the public for review at each meeting. The various components of the planning process were comprised of the following:

- Approach
- Method
- Baseline Study Analysis
- Draft Program (Must occur, May occur and Must not occur)
- Decision-Making Criteria
- Future Goals
- Draft Master Plan
- Final Master Plan and Report

The Approach

The approach to the planning process contained key steps that helped guide team members and the City toward achieving a report that responds to the City's and public's interests with key recommendations that can be appropriately implemented over time. The key steps included:

Efficient application of a talented and experienced multi-disciplinary team – The master planning for all aspects of Winter Island's future required a combination of insights and experience of many different professional disciplines. The management challenge was to use this experience efficiently. The process centralized the distribution of information and the assembly of products by The Cecil Group, and used interdisciplinary working sessions to engage the senior professionals to identify issues, articulate options, and provide the advised direction.

Well-organized sequence of meetings with focused facilitation – The meeting process consisted of a sequence of well-planned and executed agendas that progressively led towards concrete outcomes. They were facilitated by the core management team of The Cecil Group which provided the consistency and cost effectiveness associated with dedicated leadership. These meetings included:

- Four meetings with a qualified team of professional consultants and city representatives.
- Four meetings with an organized Winter Island Park Committee made up of local residents, businesses owners and community leaders.
- Three public meetings to allow citizens to review and provide valuable input during key steps in the planning process. During these meetings, various products were developed and distributed to the city and public for review including: memorandums, several draft programs, and color graphic plans including various schemes and the Draft Master Plan Concept.
- One meeting with the mayor's office.
- One meeting with the Parks and Recreation Commission.

Emphasis on a clear vision and clear action plan – Public park planning has a tendency to produce many attractive illustrations of multiple ideas, which can lead to a lack of clarity on priorities and actionable projects. This process emphasized the importance of creating a clear and attractive plan that is well illustrated and described in a formal report. The planning process entailed identifying and evaluating options together with the City and the Winter Island Park Committee to derive pragmatic ideas and actions for implementation. This also meant that the planning process was targeted towards the final products, rather than technical studies, investigations, interim reports and documentation.

Emphasis on financial and organization aspects of implementation – The approach and resulting products were developed in recognition of the challenges and needs associated with providing adequate capital and operational funding for each element of the Master Plan that emerged. Additionally, recommendations for advancing organizational and fundraising capacities were included specifically to attain state, federal, market and other resources.

Creative approaches to funding and partnerships – From the start of the project, the need to identify potential funding sources as a means to advance detailed planning and implementation of the components of the Park, exploring ideas and identifying possible sources with the City, Friends of Winter Island (FOWI), and other stakeholders was recognized.

The Methods

The methods that were applied to the Master Plan process took into account key topics that were identified including the following:

Taking advantage of natural features – The planning approach would respect the underlying natural features of geology and coastal locations, and distinguish among native and sustainable plants and wildlife environment from harmful invasives.

Recognizing and enhancing cultural and historical features and buildings – This planning process would include identification of known historic and archaeological resources

contained within the Park; development of a list of broad interpretive themes that those resources have the potential to address; and identification of planning and appropriate management options for those resources consistent with the larger recreational and revenue goals for the Park.

Rehabilitation: viable uses and funding – Distinguish among viable uses and the prospects for funding.

Increasing public access – The team would work with the community, the committee and the City to identify specific and quantifiable goals for increasing public access to the site. This effort would be part of the programming effort for the Park, in which each use would be listed along with its anticipated attendance.

Meeting City's goals and objectives – The planning process would incorporate qualified local professionals on the planning team, simultaneously created a knowledgeable link to the City's established goals and objectives for Winter Island Park.

Focused and cost effective professional assistance – The management process would allow the planning team to manage a multi-disciplinary effort through focused, interactive meetings coordinated with each stage in the plan formulation.

Community engagement – The community engagement program would emphasize the benefits of well-planned, professionally facilitated workshops were timed to provide optimum input into the formulation of choices and making planning decisions.

Baseline Study Analysis

The Master Plan began with a reconnaissance process that resulted in a Base Study Analysis outlining site conditions, historical data and uses within the park and identification of opportunities for collaboration and funding resources. The outline was presented early in the planning process to the professional consultants, the committee members and the public for additional review and feedback. This analysis became the baseline for the park program and this final report including the following components:

Site Conditions

Winter Island Park is a peninsula of land consisting of 27.1 acres located just minutes north east of downtown Salem, Massachusetts off Fort Avenue. It is located on Salem Neck, which is the same point as Salem Willows Park that separates Beverly Harbor from Salem Harbor. Located on the south side of the point, Winter Island Park has welcomed maritime visitors into Salem's Harbor for centuries.

Winter Island Park occupies the southern third of the Winter Island, an approximately 45-acre peninsula located on Salem Neck at the mouth of Salem Harbor. Archaeological evidence indicates that Winter Island was first occupied during the precontact (prehistoric) period by Native American groups who used the landform as a settlement and burial site (Dempsey et al. 1994; Crane et al. 2003). The earliest European occupation of the island occurred in the seventeenth century when it was used first for fish harvesting and processing and then as the site

of Fort Pickering in 1644. The Fort Pickering Lighthouse, a formerly-manned cast iron navigational aid, was constructed ca. 1887-1894 and was abandoned in 1969.



Figure 1. Site Context

Administration Building, built in 1934, survive from the USCG era. Post-World War II era buildings no longer remain. The USCG left Winter Island in 1969, and the site at the south end of the peninsula became a public park in 1980. The park contains several small post-1980 support buildings and new pier structures. The park is also the location of the Salem Harbormaster's office, located in the former USCG Radio Building constructed in 1934.

History

The ownership history of Winter Island is varied and interesting. Like their Native American predecessors, early European settlers utilized Winter Island as common land with no privately held interests.



Figure 2. Fort Pickering Lighthouse

According to various historical records, Winter Island at the time of English settlement in the early 1600s was an island separated from the mainland, held as common land by the Proprietors and used as a fortification and for fishing activities (Perley, 1924). During the 1600s various ½ acre lots were leased to fishermen for fishing and flaking activities and later in the 1600s lots were leased for the construction of wharves. Fish Street, which remains on the site today, (adjacent to the Barracks Building), was the road used by the fishermen to haul and load fish onto vessels from other ports for export. A causeway was built in the 1660's to connect the island to the mainland.

During the 1700's the island continued to be used for fishing and fish flaking and the Essex Frigate was constructed near where the small beach area is located just south of the former Coast Guard Hangar. The old fortification which was named Fort William then renamed Fort Ann, was rebuilt around 1706 under the direction of the Royal Engineers who had originally been sent by King William III to fortify the colonies (Finch, 1998: Salem Observer 1978).

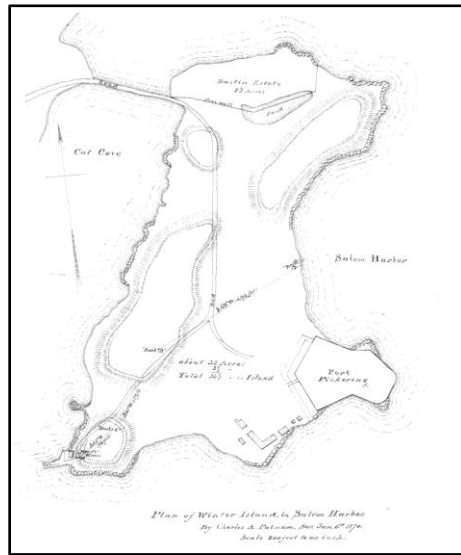


Figure 3. Plan of Winter Island by Charles A. Putnam, January 6, 1870

In 1775, the Salem Selectmen leased land on Winter Island in the vicinity of the existing Harbormaster's Office and the remnants of an old powder house building to Richard Derby to build a wharf and warehouse. In 1794, the City of Salem ceded the fort to the federal government and a new fort was constructed in its place. In 1799 it was renamed Fort Pickering in honor of Timothy Pickering, then U.S. Secretary of State (Observer 1978). In 1870, the Secretary of War permitted the Trustees of the Plummer Farm School to establish their institution on Winter Island. During the 1800's the island was used primarily for fortification and in 1864 the City again ceded the island to the federal government in support of the Civil War efforts. The lighthouse (and lighthouse keeper's house) were constructed and lit in 1871.

From the 1930's to the early 1970's, Winter Island was used by the Federal government as the U.S. Coast Guard Air Station at Winter Island in Salem, MA. The Station was commissioned on February 15, 1935 and operated as a rescue patrol and law enforcement facility until November of 1941. The Coast Guard use of the island continued until the early 1970's. The facility was originally staffed with 35 men and at one point had over 100 men. The station was replaced by the Cape Cod Air Station and decommissioned in the fall of 1970 (Knife, 2004).



Figure 4. Original Structures and Character of Fort Pickering - 1940.

That same year (according to letters on file in the Salem City Clerk's Office) the U.S. Coast Guard informed the City that it planned on retaining 5.8 acres of the site which included the Hangar and aircraft ramp for a buoy facility. The remaining 14.7 acres would be referred to the federal General Services Administration for disposition with a notice that the U.S. Navy was interested in developing a joint Navy, Army, and Coast Guard Reserve training center on the island. The City of Salem and National Park Service were interested in use of the land as a park, and the Plummer Home for Boys was also interested in the land.

According to the City Clerk's records, in 1972, the City Council voted to authorize Mayor Samuel Zoll to "effect an entry" on Winter Island in order "to protect and enforce the reversionary interest of the City of Salem...". In response to local concerns, the General Services Administration issued a Declaration of Termination of Interest in 1973 and the City regained control of the island including all remaining federal buildings.

In the fall of that year, the Salem Park and Recreation Commission developed a conceptual re-use plan for Winter Island that included moving the parks and recreation operations to the Barracks Building, creating an indoor recreation center with tennis courts, restoring the two Coast Guard outdoor tennis courts, reserving an area for a sailing club, and developing a marina in Cat Cove. The same year, Mayor Samuel Zoll appointed a Winter Island Study Commission to "analyze island potential for development and prepare recommendations for future use." The Commission, in association with Tufts University, published a report that considered a variety of actions and uses including fort restoration and enhancement, tourism, elderly housing, temporary camper trailer areas, condominiums, park uses, and a marina. In 1974, the New England Power Company proposed to use the island to create a large administrative complex that would require the demolition of the Barracks and Hangar buildings.

In 1980, to resolve long standing property disputes, the City of Salem and the Plummer Home for Boys entered into an Agreement which granted Plummer Home the rights to its 15 acre property (among other rights) and the City of Salem the rights to the 32 acre Winter Island Park. The Agreement also stipulated that both parties would use the roadway in common and that the City would have rights to install and maintain utilities. The City and Plummer Home are currently in negotiations to clarify the terms of ownership and rights in the Winter Island access road and public utilities.

Since the City assumed ownership in 1972, some of the U.S. Coast Guard and other structures such as the powder house and tennis courts have been demolished and/or removed. Other structures such as the Pickering Lighthouse were restored or stabilized.

The Coast Guard Hangar Building remains on site but has been vacant for many years with the exception of a few years during the 1980's when Salem State College operated its intercollegiate varsity level sailing program renovated the Hangar for use as a boathouse for vessel maintenance, classroom space, and seasonal office space.



Figure 5. USCG Hangar Building Showing Signs of Structural Instability.

A Master Plan was developed for the island in the mid 1980's for the City, by Wallace Floyd and other, which recommended several improvements to the park, many of which were implemented including: landscaping, picnic areas, path systems, a pergola, parking lot improvements, a new bathhouse with restroom and shower facilities, renovation of the old radio shack into the Harbormaster's headquarters, and securing of the old powder house against further damage. The City received federal and state funding to undertake several of these improvements including the construction of the existing 16

foot wide by 150 foot long fixed timber, concrete pile supported pier with aluminum gangway and floating dock system. The state constructed the concrete boat ramp in 1998.

Fort Pickering listed on the National Register of Historic Places (National Register) in 1973, and the Winter Island and Historic Archeological District listed in the National Register in 1994. In 2000, Historic Salem, Inc., an active non-profit architectural preservation organization, added Winter Island to its "Endangered Historic Resources" list in 2001 and currently lists Winter Island as showing "Signs of Improvement" in recognition of the stabilization of the Hangar roof undertaken in 2001 and the City's initiative in authorizing the preparation of this feasibility study.

Marine Environment

Winter Island Park is surrounded by shoreline and tidal waters and contains wetland and waterway resource areas potentially requiring consideration of the following:

- In-water activities require permits from local, state and federal agencies to protect interests of navigation, wetlands and aquatic resource, water quality and public rights in tidelands.
- Navigational needs such as dredging and protection of natural resource need to be balanced when making land and water use decisions.
- If impacts to resources are proposed then opportunities for onsite restoration and/or public access activities should be explored to provide offsetting public benefits.

Winter Island is connected to Salem Neck by Winter Island Road. Approximately 27 acres of the island are owned by the City of Salem and used as a park. The island is surrounded by the marine waters of Salem Sound with Juniper Cove to the north, Cat Cove to the west and Salem Harbor to the east and south. Most of the historic shoreline around the island remains fairly intact. Filling was performed when the Winter Island Road causeway was constructed to connect the island to Salem Neck.



Figure 6. Historic Low (dashed) and High (solid) Water Marks

The island's 6,800 linear feet of shoreline includes wide intertidal areas along Cat Cove that provide important habitat for fisheries, shellfish and waterfowl. While other intertidal areas along the island are narrower in size they also provide tide pools and other coastal habitat. There is also an inland wetland area on the island that is the remnant of the former moat. In addition to providing important environmental value, the coves and harbors adjacent to Winter Island also provide opportunities for navigation, swimming and other water-based activities. When considering proposals for filling or placement of structures in these resource areas, local, state and federal agencies must carefully weigh these sometimes competing public interests.

Various local, state and federal government agencies have regulations that govern activities proposed in these resource areas. Such regulations are intended to protect public interests such as navigation, fishing, fowling and environmental quality. Often permits issued by these agencies will require mitigation to offset impacts to the marine resources. Typically such mitigation is preferred to be performed on or near the site of impact. Winter Island does offer some potential for onsite water/wetland mitigation in and around the former moat area. There is also ample opportunity for providing public access improvements throughout the park.

Parkland Use and Article 97

Article 97 of the Commonwealth of Massachusetts Constitution protects land that has been acquired for the parkland purposes. When uses are proposed that result in “converting” the parkland use to other uses, such conversion cannot occur unless a 2/3 vote of City Council and State legislature approves such conversion and mitigation is required. The Article 97 status of Winter Island is unknown; however the Master Plan is not proposing any uses that would convert the parkland to other uses.

Land Transfer Use Restrictions Land Conveyance from federal government includes use:

The federal government reserved the right to revert Winter Island for defense purposes in several of the conveyances over the years. The City and Plummer Home may want to pursue legal means to extinguish these rights in order to gain clear the title to the island. These restrictions need to be reviewed, which could complicate developing and attracting certain uses to the site.

Plummer Home

Winter Island shares a property boundary with the Plummer Home for Boys, a nonprofit organization that provides a group home for adolescent and teenage boys and pre-independent living facilities for boys in their older teens/early twenties. The Plummer Home is located on an 18 acre tract of land north of Winter Island Park that is bisected by the Winter Island access road. The City and Plummer Home Board of Trustees are researching the need to clarify ownership issues of their respective properties as well as the public access rights along the access road located on the Plummer Home property.

The proximity and location of these two properties which have adjoining shorelines, beaches and shared access and their non-profit missions provides potential opportunity for collaboration. Such collaborative activities could include creation of an island-wide Harborwalk or bikeway, shared parking during special events, renewable energy and seasonal water-based job opportunities for Plummer Home residents. The City and Plummer Home Board of Trustees should work together to define common goals and identify opportunities where collaboration could reduce costs and/or provide financial incentive to implement shared goals.

Infrastructure

Water, sewer and electric are located within the park extending from Winter Island Road. The available data was limited, but is explained below to the greatest extent possible.

Water is delivered to the park through a 6” (six inch) main pipe servicing three fire hydrants on site along with the bath house, park store, function hall and harbor masters building. The other structures on site such as the Barracks Building may have water service, but such facilities need to be upgraded and/or improved.

Sewer lines consist of a 6" (six inch) gravity line leading from Winter Island Road to a pump station near the Bath House. A 4" (four inch) line extends from the Bath House to the septic tank adjacent to USCG Hangar Building and to the existing bathhouse. The bathhouse connects to the old pneumatic pump station by gravity. In addition to the Barracks and USCG Hanger buildings, the harbormaster's office and the adjacent function hall are connected. Current data does not provide more detailed information as to how they are connected what type of infrastructure exists. The existing septic tank is very large and it was pumped and cleaned approximately 3 years ago in 2008.

The septic tank should be tuned into, or replaced with, a submersible pump station that can convey the flows to the existing station near the bathrooms on the access road. The existing station is an old pneumatic ejector that surpassed its useful life many years ago. The compressors run all the time in the summer and barely keep up with the existing flows. Adding the flows from the septic tank would certainly require upgrading of that station to a newer submersible station. Additional studies of the water and sewer systems should be conducted to support the Master Plan.

Electrical and Telecommunication infrastructure consists of #6 parkway cable and a #4 fiber conduit with the main electrical panel located in the USCG Hangar building.

Environmental

The park has had a variety of land and water dependent uses over the past centuries with vehicles, ammunition, pedestrians, boating, seaplanes, helicopters and many other uses which have closely interacted with the adjacent resources. Throughout this time there has been limited or no measures to protect the adjacent environmental resources. Many environmental studies have been conducted within the park and are highlighted below.

The current grades of the island suggest all run off is directed and untreated as it flows toward the surrounding shoreline from the highest point of the park on the north side to the south side at the USCG Hangar Building and paved parking lot then onto the rocky shoreline. Reported groundwater depth in the southeast corner of the site is approximately 9' feet below surface grade based on subsurface investigations for site remediation MassDOT Release Tracking Number (RTN-3-18002). Groundwater flow direction is to SSW in the southeast corner of the site based on subsurface investigations for site remediation (RTN-3-18002).

Studies of historic impacts to soil and groundwater by hydrocarbons in the southeast corner of site from a leaking underground storage tank have been conducted under RTN-3-18002 Leaking Underground Storage Tank (LUST). RTN -3-18002 is still open, but remedial activities have ceased. Ongoing groundwater monitoring is still occurring per Massachusetts Contingency Plan regulatory requirements. Additionally, RTN-3-17897 reviewed historically impacted soil and groundwater from a 180 gallon gasoline release from an underground storage tank (UST). RTN-3-17897 was closed out and an Immediate Response Action (IRA) Completion Report and Response Action Outcome (RAO) was submitted to MassDEP in April 1999. Soil contamination including asbestos, adjacent to The Barracks Building has been suspected, but no current

data has been available to substantiate this accusation. Furthermore, an entire Compliance Report can be found within the *Tier II Extension Submittal by Clean Soils Environmental LTD*, dated December 2010.

The current septic infrastructure has been in place for many decades and is most likely not sufficient to service future long term uses. Further evaluation and upgrades to the system should be considered as the park is improved.

Waste treatment is managed by the City on a weekly basis. Trash is stored outdoor containers and is not well protected or screened from park visitors.

Invasive plant species such as Bittersweet and Phragmites have impacted parts of the park at Fort Pickering and along Cat Cove as indications of multiple invasive that dominate the woodlands on site. Currently, Salem Sound Coastwatch and other volunteers have been removing invasive species annually over the past several years.



Figure 7. Existing Moats Over Grown with Invasive Plants

Geology and Topography

Limited studies have shown the depth of ledge varies from less than 2' (two feet) deep to over 4' (four feet) in the vicinity of The Pavilion structure located north of USCG Hangar and Hanger Garage buildings. It also varies from 4' (four feet) to over 11'

(eleven feet) in southwest corner of site near the wood pier based on subsurface investigations for site remediation (RTN-3-18002).

Soils vary throughout the park and have been documented by the Natural Resource Conservation Service in the final Archaeological Report “For the Defense of Salem” December 2003 described as follows:

- Western Half: 102C-Chatfield Hollis Rock outcrop complex (3-15% slopes/27 acres)
- Eastern Half: 602-Urban Land, which constitute soils that are compacted, and the potential erosion and heavier runoff is present made up of 10.4 acres of sandy and similar to Chatfield and Hollis Soils with some Freetown and Swansea mucks with organic matter in upland depressions.
- A large portion of the USCG Hangar parking area is presumed to contain a very thick concrete base ranging from 24” inches to 26” inches deep.

Vegetation

Predominant stands of woodlands are dominated by invasive species and few specimen trees are located at:

- Fort Pickering (Staghorn Sumac, Multiflora Rose, Oriental Bittersweet and Bush Honeysuckle and Sycamore Maple).
- Along Cat Cove (Northwest Edge) extending along the west side of Fish Street and Winter Island Road.
- Mature specimen trees between the USCG Hangar Building and the Harbor Master’s Building formulate an attractive allée and edge to the south side of the park.

Paths, Walks and Roads

The park is currently serviced by Winter Island Road and a pedestrian walkway that terminates at the park entrance. Paths and walks within the park are limited with no connections between them forcing pedestrians to walk on the main roads or on grassy areas. No identifiable crosswalks are present at key pedestrian circulation areas such as the beach crossing from the park store. Handicap parking spaces have been provided at the Pavilion and Boat Ramp but ADA accessibility is not provided throughout the park.

Vehicles

The park has extensive vehicle use especially during summer weekends and holidays and the resulting potential for congestion and traffic generation was considered during the planning process. Many vehicles, tour buses, cars, cars with boat trailers, bikes and RV's are maneuvering within the park on limited paved roads and parking areas. Overflow parking is accommodated by adjacent grass aprons and any other open space available including within Fort Pickering.

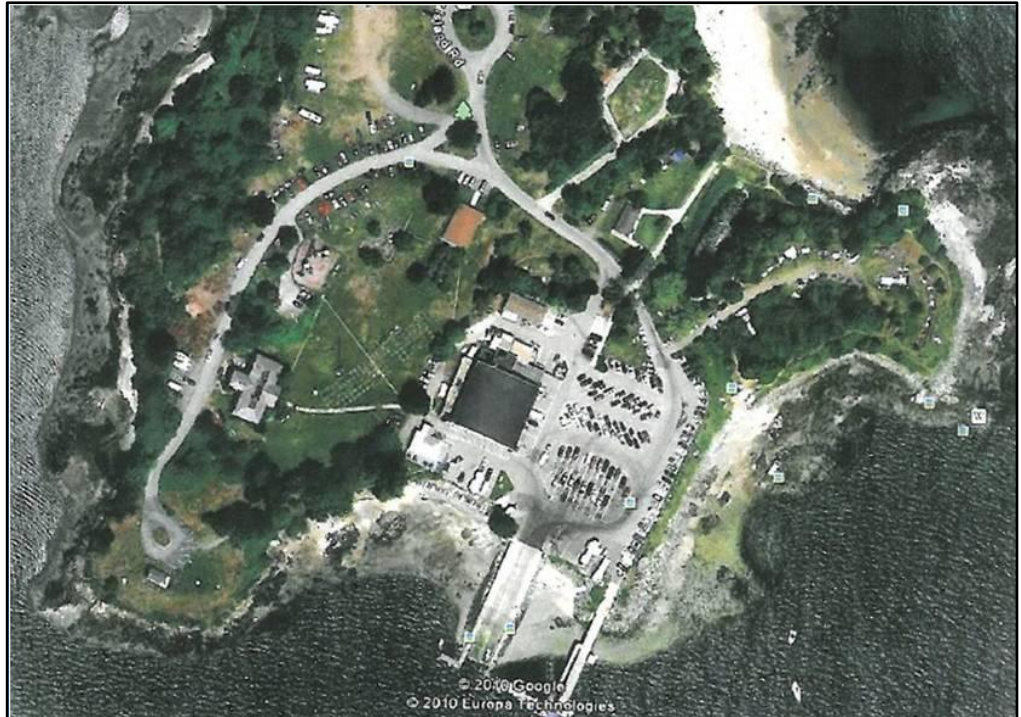


Figure 8. The Park Currently Displays a Disorganized Arrangement of Uses and Circulation

Historical and Archeological

A total of five archaeological sites have been identified within Winter Island Park to date. These sites are listed in the Winter Island Park Preliminary List of Cultural Resources displayed in Figure 9. Of these sites, only Fort Pickering has been subject to professional archaeological survey (Crane et al. 2003). All of the archaeological properties, however, are listed as either contributing sites or, in the case of Fort Pickering, contributing structures to the larger Winter Island Historic and Archaeological District. Fort Pickering contains both pre- and post contact period components, but is counted as a single site.

Several historic resources located within Winter Island Park have been previously recorded in the Massachusetts Historical Commission's Inventory of Historic Assets of the Commonwealth, and as part of the National Register-listed Winter Island Historic and Archaeological District (Dempsey et al. 1994). These existing inventories provide an overview of the historic resources in the park, but should not be considered as a

comprehensive, up-to-date list. Twelve resources identified as contributing properties to the Winter Island Historic and Archaeological District are located within the park and are displayed in Figure 9.

This total includes the five archaeological sites displayed above, as well as the Fort

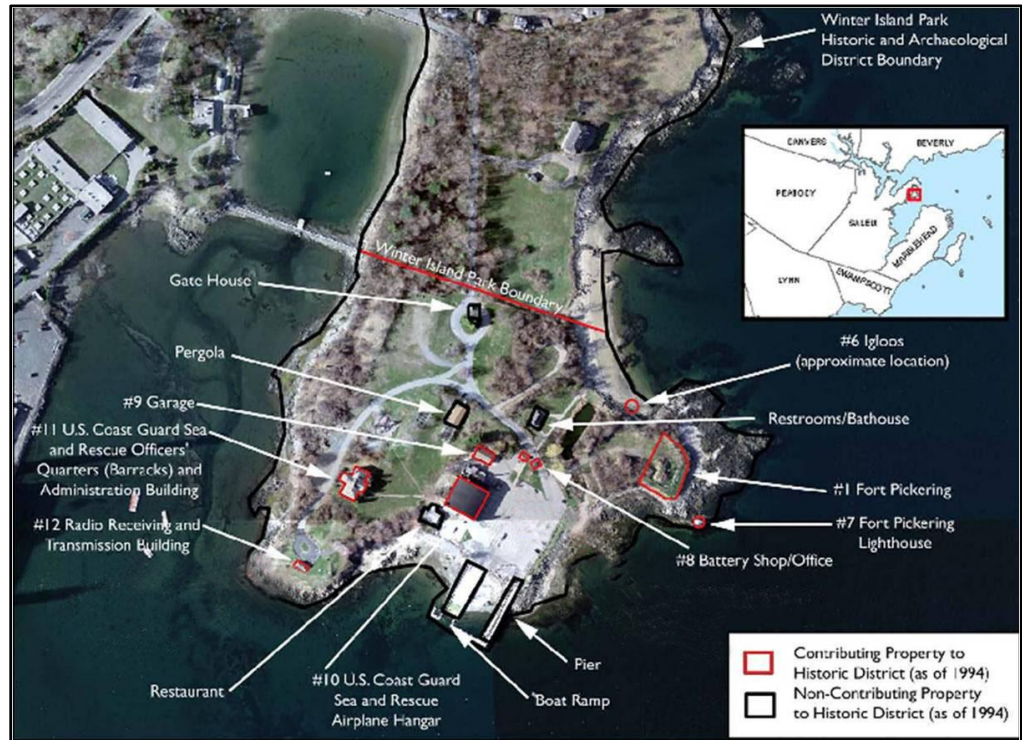


Figure 9. Cultural and Archaeological Resources, Archaeological sites are confidential

Pickering Lighthouse, and six individual or groups of buildings associated with the USCG occupation of the area, such as the Barracks/Administration building, the Airplane Hangar, and ancillary facilities.

Although historic resources within the park were inventoried and evaluated for National Register eligibility in 1994 when the Winter Island Historic and Archaeological District documentation was completed, some additional resources may now warrant re-evaluation based on having achieved 50 years of age and changes in integrity. Resources such as the boat ramp (constructed in 1942 then demolished and rebuilt in the 1980's) landscape features, and the network of roadways and paths could also potentially contribute to the district at this time.

Previous Studies and Plans

The following data and plans were prepared for the City of Salem and were provided to the consultant team as a support and background resource for the Winter Island Park Master Plan.

- *Fort Lee and Pickering Cond. Assessment Cultural Resource Survey and Maintenance and Restoration Plan*, by MHC, 2003
- *City of Salem MP and Action Plan*, by the Salem Planning Department, 1996
- *Condition Survey-Coast Guard Hanger Structure*, by Hobbs Endeavor Corporation, October 2000
- *For the Defense of Salem- Fort Lee and Pickering Conditional Assessment Cultural Resource Survey and Maintenance and Restoration Plan*, by Carne & Morrison Archaeological, ME, December 2003
- *Miscellaneous Photographs*, provided by John Goff, October 2009-November 2010
- *Winter Island Barracks Building Re-Use Feasibility Study*, prepared by Vine Associates, Online, 2007
- *Harbor Plan*, by Fort Points Associates, Inc., January 2008
- *Open Space and Recreation Plan*, 2007
- *Winter Island Preliminary Landscape Concept Plan*, October 2002
- *Winter Island Improvements Plan*, February 5, 1987
- *US Coast Guard Air Station – Salem Plan, MA*, February 12, 1943
- *Topography Map Plan*, Coast Guard - R2566
- *US Coast Guard Plot Plan - # 3869*, November 14, 1965
- *US Coast Guard Installation for New Septic Tank for BOQ-# 5005*, by WCC, June 9, 1952
- *USCG Electrical Underground Cable Plan*, July 16, 1934
- *Winter Island Boat Ramp Plans – Sheets 1-5*, by Coastal Engineering Group, July 14, 1994
- *Plan # 3629*, February 28, 1943
- *Parking Plan*, August 12, 1987
- *Winter Island Park Preliminary Plan*, by Rizzo Associates, April 25, 1986
- *Winter Island Youth Hostel –Sheets A1-A3*, by Paul R. Lessard Architect, March 2, 1999
- *Winter Island Existing Conditions Plan*, by the Department of Planning and Community Development, October 2002
- *US Coast Guard Plumbing and Lighting – PL-2*, June 19, 1935
- *Winter Island Planning Area Diagram*, by the Department of Planning and Community Development, October 2002

- *Winter Island Concept Plan*, No date
- *Plan of Winter Island Plan*, August 16 1967
- *Winter Island Comprehensive Plan*, October 1987
- *2007 Wind site Analysis* by UMass Renewal Energy Lab
- *2007 Winter Island Barracks Building Re-Use Study*, by Vine Associates, Inc.
- *Termination of Remedy Operation Status Report*, by Clean Soils Environmental, LTD., September 2010
- *Tier II Extension Submittal Report*, by Clean Soils Environmental, LTD., November, 2010
- *Phase II and Phase II Site Assessments*, by Environmental Alliance Group (AEG), December 2007
- <http://www.salemhistoryonline.com/FortLee.html>, Web link by Erik K. Smith
- <http://www.salemweb.com/tales/shoreline.shtml>, Web Link by Jim McAllister

Case Studies

The following case studies are examples of historical forts and places that have been successfully renovated through similar funding strategies, which have become well known and identifiable places in their regions and communities.

Rose Island Foundation – Newport, RI

An 18.5 acre island located off the coast of Newport, Rhode Island. Formerly a Navy Torpedo Station during World War II, it is now open to the public year round and for overnight visitors. The island consists of two lots, which one is not permitted for access due to safety purposes and the other is operated by the Rose Island Lighthouse Foundation.

Fort Sewall – Marblehead, MA

According to information published by the National Essex Heritage Area web site http://www.essexheritage.org/sites/fort_sewall.shtml Fort Sewall in Marblehead was created in 1644 as a defense facility along Marblehead's prominent shoreline. Similar to Winter Island, the fort underwent several changes and expansions over time.



Figure 10. Fort Sewall

The federal government deeded the Fort to the Town in the late 1800's. The site, which offers expansive views of Marblehead Harbor and Salem Sound, is open to the public and used for passive recreation such as Picnicking, ocean viewing and walking. Military re-enactments of the Revolutionary War encampments are held on the property each year.

Friends of Fort Point Channel

The Friends of Fort Point Channel was formed several years ago to assist with implementation of the Boston Redevelopment Authority public realm plan for Fort Point Channel, the *Fort Point Channel Watersheet Activation Plan*. According to their web site, the organization was formed “as a result of the Boston Redevelopment Authority, in partnership with Channel landowners, nonprofit and cultural leaders, and residents to ensure responsible development of the Fort Point area.” The organization provides year round programming of various public events including boat rides, bridge lighting and public art. The organization meets monthly and participates in the state Chapter 91 licensing process for waterfront development project to ensure that mitigation requirements are designed to implement in part, the public realm plan for the Channel.

Fort Phoenix State reservation – Fairhaven, MA



Figure 11. Fort Phoenix State Reservation

Source: <http://www.tripadvisor.com/members-photos/MusicLover79>

Fort Phoenix State Reservation is located in Fairhaven, MA and is managed by the state Department of Conservation and Recreation. The half mile of this waterfront park contains historic features such as ramparts, canons and scenic views of Buzzards Bay. This facility is a national landmark and is managed by the Town of Fairhaven.

Castle Hill – Ipswich, MA

Castle Hill is located on 2,100 acres adjacent to Cranes Beach in Ipswich, Massachusetts and is owned by the Trustees of Reservations. The facility which is located on a hill with spectacular views of Ipswich Bay is the former Crane Estate. The grounds contain beautiful landscaped gardens and lawn and a large mansion referred to as The Great House as well as various smaller structures. A former farmhouse on the estate, The Great House, has been renovated into an inn. The Crane Estate is used for wedding receptions, corporate events, summer concerts, picnics and other events. The Great House accommodates up to

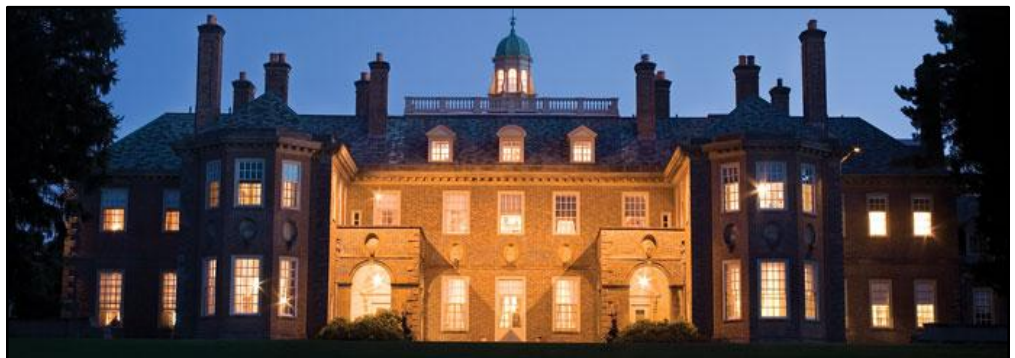


Figure 12. Castle Hill in Ipswich, MA

Source: <http://www.thetrustees.org/places-to-visit/northeast-ma/castle-hill-on-the-crane.html#t10>

200 guests and additional guests can be accommodated with tents.

Shake -A-Leg – Miami, FL

Shake-A-Leg Foundation is an adaptive water sports facility located in Miami on Biscayne Bay on a former U.S. Coast Guard Station. The foundation was created in 1982 by Harry Horgan in Newport, Rhode Island after he was injured in a motorcycle accident. Mr. Horgan founded the program as a sailing venue to provide “a place where people of all abilities could break down previously impervious barriers.” The program became so successful that a year round program was formed in Miami in 1986. In 1993, the U.S. Coast Guard Station, which is very similar in size and style to the Hangar at Winter Island, was renovated for use by the organization. Other buildings were later added to the facility.

The organization partners with various nonprofit organizations including the City of Miami, the county public school system as well as local, state and federal agencies, philanthropic organizations and other community organizations. The facility serves people with disabilities, disadvantaged children and their families and the entire community.



Figure 13. Shake-A-Leg in Miami, FL

Source: Flickr.com

2. SUMMARY OF PLANNING PROCESS

Winter Island Park is composed of many complex components and interwoven uses that are not typical of municipal parks. For all of its evident assets, Winter Island Park has significant issues ranging from deteriorating buildings, disorganized land use, insufficient maintenance, significant infrastructure deficiencies, invasive species, lack of historic preservation or interpretation , parking, circulation, storm water management and many other challenges.

Creating a viable, funded improvement program for any one of these components would be a substantial planning and implementation challenge. Under other circumstances, any one of these issues could easily consume all of the available resources if it became a sole focus. But developing individual component plans to address these issues would not provide for a complete park environment or provide a comprehensive implementation strategy for the entire park . Instead, a master plan needed to be developed for the entire island. The planning process carefully considered the need to apply City resources very thoughtfully to create an implementable vision that included next steps for funding and actions. The planning process involved a dedicated team of very experienced professionals working closely with the City and Master Plan Committee. These team members provided innovative and sound contributions that facilitated a community-based plan linked to fundable, achievable actions. The process was very focused and resulted in reaching clear conclusions about future uses and the initiatives that must be undertaken to implement the plan,

In order to ensure that the plan is implemented, substantial financial resources must be dedicated to the improvement, maintenance and operations of Winter Island over time. The complexity and scale of the Park and the community's ambitious goals for its future must be matched by substantial funding over time; without a path to resources, the Plan will stay a Plan.

The Planning team developed a Vision for Winter Island Park which is described in the following Section.

3. THE VISION

Winter Island Park should be improved, managed and maintained as an oasis of open space and a recreational haven composed of uses that celebrate and reflect its harbor front location. The Park should preserve components of its rich heritage that reflect the eras of use and their related historic value.

The Park should be designed and managed so that visitors can enjoy markedly different environments and experiences in different locations and at different times. Parts of Winter Island should provide a natural setting linking the landscape and seascape, providing places for quiet walks, sitting, viewing and individual enjoyment. Parts of the Parks should attract and support active events, activities, and gatherings. However, no part of the Park or its facilities should become private domains; the uses should either be public or accommodate public patrons who wish to enjoy the activities, services, and amenities offered.

The Park should be seasonal, in this sense: each season should present different opportunities and qualities so that pleasant and interesting experiences are available to visitors year round.

This should be a City of Salem Park designed and managed for the benefit of its citizens, which by virtue of its qualities and special programs will provide a welcoming destination for tourists and visitors to the community. Within this municipal setting, the boat launch and waterfront access will be maintained as a special aspect of Winter Island Park as a convenience and amenity available to all of the citizens of the Commonwealth.

The Park should provide multiple methods for access, with convenient and safe bicycle routes, walking paths and boat landing and tie-up space. Although access by vehicles and parking will be a necessary convenience, the amount of parking should be limited, and shuttle buses, trolleys and water taxis should receive priority over automobiles.

Winter Island Park should be provided with adequate resources to create and then maintain a consistently high quality environment and provide an excellent experience for visitors. Revenues should be generated, where possible, through programs and activities within the Park if the associated activities and facilities are fully consistent with the other goals for the Park. However, the ability to improve and maintain the Park consistent with this vision will require additional sources of funds. A structure of civic stewardship must be established, expanded and maintained to advocate, attract and responsibly apply the additional resources that will be needed to build, renovate, operate and maintain an outstanding place. Funding sources have been identified within this report as well.

4. GOALS AND OBJECTIVES

The Park's goals and objectives have been formulated throughout the Master Planning process and refined to meet the needs of the City and citizens of Salem. They have been presented throughout the planning process to the consultant team, committee members and at the public meetings. The goals have been identified as follows:

- Provide adequate parking for daily use
- Provide adequate bathhouse use for the entire park
- Provide space for desired events
- Accommodate boat launch use
- Take an environmentally sensitive approach
- Enhance historic buildings
- Provide accessibility to all areas
- Provide adequate sitting/viewing areas
- Establish an organized park setting
- Create a safe park environment
- Establish the park as financially sustainable
- Provide year round interest and activities
- Provide year round management
- Provide educational opportunities
- Enhance connection to water
- Provide flexible open space
- Develop a phased approach

5. THE PARK PROGRAM

The Program

In the context of planning, the term “program” refers to the uses that will be specifically accommodated within the Park’s boundaries, including their physical requirements, locations, characteristics, relevant ancillary needs and support requirements that must be taken into account. The program lists activities that may occur under special conditions. The program also describes certain uses or activities that are not intended for this Park and should not be provided.

The Park program also considers the qualitative character of the Park in terms of the buildings, places/landscapes and experiences available within its boundaries. The Park program serves as the basis for the preparation of a physical master plan, creation of a phasing and improvement plan, and recommendations regarding funding and operations.

The scope of the Master Plan encompasses all of the land and shoreline that are controlled and managed by the City of Salem on the peninsula of land, up to the property line of the Plummer Home for Boys, with several exceptions. This Master Plan and program does not encompass the existing municipal boat ramp, floats, piers and Harbormaster operations or facilities. Similarly, it cannot alter requirements for landside facilities and access for public boating that have been established through public access agreements associated with state regulations and funding.

The program has been compiled through many discussions among numerous participants in the planning process including the Winter Island Park Committee, which has been established to help guide the planning process. Ideas for the program were suggested and discussed by participants during the three public meetings held on February 2, April 5 and May 4 of 2011. Additional input was provided through discussions with City staff and a review of applicable planning documents.

1. Activities

The Park should host a wide range of activities and be designed so that it remains adaptable over time, recognizing that patterns of use may change over the years. All areas intended for active use should be fully accessible, and areas planned for passive use should be accessible for enjoyment by everyone.

Permanent and Year-Round Activities

The following are permanent, year-round activities which should be planned in order for this to be an active, multi-use park.

- Walking and biking
- Passive and informal recreation including informal games and sports that can be played on lawns or on pavement

- Small children's play area / tot lot
- Sitting (individually and in small groups), generally oriented with views towards the water or within and into active areas of the Park
- Picnicking and eating
- Fishing from land and boat
- Boat launch set-up and break down
- Boating classes and instructional programs
- Function Hall use (with year round management)
- Visitor and self guided tours (Aligned with the City's trolley tour schedule)
- Classes/educational seminars (related to the boating program and/or the park's history)

Seasonal Activities

The following are particular seasonal activities which should be accommodated for the Park:

- Community picnics
- Swimming within a designated beach area
- Individual tent camping (about 30 sites)
- Group tent camping
- RV camping (short term only)
- Boat storage (about 40 larger boats and 40 smaller)
- Organized and maintained community gardening
- Retailing of camping, boating provisions and supplies, snacks and beverages
- Kayaking (Renting and organized tours)
- Cross country skiing

Special Events

The Park should be specifically designed to accommodate periodic or occasional events such as:

- Theatrical presentations for audiences of up to 200 patrons
- Small performances (music, performance art) including informal theatrical presentations for up to 300 patrons
- Public gatherings for special events that can be appropriately accommodated by parking on site and off site
- Small fairs or celebrations such as craft fairs
- Boating regattas
- Outdoor spaces and facilities for special events should be designed so that they are integrated into the overall aesthetics, rather than as isolated, large, or stand-alone components that appear empty when not in use.

Activities Contingent upon Economic Sustainability and Compatibility

The following activities should be provided if their provision is determined to be economically feasible and independently sustainable, and the activities are demonstrated to be compatible with the vision for Winter Island Park and other program components.

- Hospitality/overnight accommodations (Bed and Breakfast)
- Interior or exterior dining/restaurant/café service
- Interpretive centers, museum or displays
- Boatbuilding or restoration (Ex: Newport non-profit)
- Multipurpose function hall (For up to 200 people)

2. Facilities

Fort Pickering

The remaining ramparts of Fort Pickering should be stabilized and protected from further deterioration through management of access, vegetation and use. Remaining interior spaces should be stabilized and restored to the extent appropriate for historic preservation. Special use and access for special events or guided tours should be provided to the extent that it is consistent with applicable codes, safety restrictions, and the continued preservation of the Fort.

Fort Pickering Moat

The Fort Pickering moat should be restored to an extent that will preserve remaining components and restore an adequate amount of additional embanks to represent its original character and intent, while allowing crossing points and access to the remaining and restored elements of the Fort. The moat should be adequately secured with creative safety barriers to protect all Park visitors. The barrier must be appropriately permitted through local and state authorities.

Lighthouse

The lighthouse should be preserved and maintained in excellent condition. Viewing locations should be provided that describe and interpret its history.

Harbormaster Facility

The Salem Harbormaster station will provide office space and associated parking for staff and visitors. The building will remain in its current location until further studies have been conducted for potential relocation to the Blaney Street Wharf. Its historical associations as a USCG Radio station should be recognized. Should the Harbormaster facilities be relocated to Blaney Street at some point in the future alternate uses for this building such as housing the Community Sailing (Sail Salem) organization should be considered.

Caretaker's Quarters

A more appropriate facility should be provided for either seasonal or year-round occupancy by a property caretaker. The caretaker's office should be located within the western wing of

the Hangar Building with the Park Manager's office. The caretaker should be managed by the Park Manager with restrictions to Park improvements regulated by the City.

Entrance Gatehouse

A small, more welcoming facility should be provided to supervise entrance to the Park, provide directions, information and collect parking or other fees. It should be renovated or a new structure built and relocated to compliment the overall gateway appeal and functional use. Its architecture should establish a sustainable theme including contemporary accents.

Once entering onto the Winter Island Park property, the roadway should be widened to accommodate two lanes of traffic. A lane should be dedicated for dropping off visitors and seasonal card holders along with a second lane for daily pay visitors. There should be a minimum of one oversized lane for exiting the property and accommodating turnaround traffic.

Performance Amphitheatre

The performance place is intended to be highly functional for small theater and musical performances, but be integrated into the overall design of the Park. The preferred location would be located on the south facing slope on the northwest side of the USCG Hangar taking advantage of the unique architectural back drop and natural topography. Several decades ago, this area was used for similar venues. The performance theatre should include:

- Informal seating area with terraces and/or lawn seating and a covered pavilion with additional seating
- Maximum planned capacity: 200-300 patrons
- A place easily adaptable for use as a small stage
- Access to the stage area would be accommodated by the current paved area around the Hangar Building also providing emergency access

Barracks Building

The former military Barracks Building (called the "Administration Building") should be restored and placed in any use that is required or permitted as described in this Park program. Initially, funds must be raised to stabilize and restore the structure to a safe level for public viewing. Short term goals should focus on tightening up the building from the elements, the public and further deterioration. Long term goals should focus on establishing the structure's use as a contributing element to support the Park's use or to "a leasable condition" as stated in Vine Associates, Inc. 2007 Re-Use Study. Potential uses may include:

- A potential affordable bed and breakfast (Upon further evaluation of privatization of public property)
- Multiuse function hall for weddings and seminars
- A senior center
- Veteran's home

If funding for complete building rehabilitation and adaptive reuse cannot be secured by the end of 2013 then the structure will need to be reevaluated for safety and its future use.

Derby Powder House

The existing Powder House remnants along the shoreline should be retained and protected to the extent possible. Interpretive programs should be implemented to identify the significance of its locations and historical value.

Function Hall

The existing Function Hall should be retained and used for group functions and small events until these functions can be transferred into portions of the renovated and adaptively reused USCG Hangar. Once the functions are transferred to the Hangar the existing Function Hall should be demolished and a pedestrian plaza and open space area constructed in front of the Hangar building.

USCG Seaplane Hangar

The historic Seaplane Hangar should be restored and adaptively reused for any of the permitted or acceptable uses described within this program and may include multiple uses. Each use for the Hangar should be carefully evaluated for funding and revenue generating opportunities that corresponds with other uses to generate financial sustainability. Potential uses could include, but are not limited to:

- Meeting center
- Function hall
- Non-profit boat building or restoration
- Restaurant or café
- Boating center
- A Maritime Museum facility with class rooms

Hangar Garage

The historic Hangar Garage should be restored and maintained as a high quality facility to house activities or uses as described in this program. The local sailing program, Sail Salem along with the park store should be considered tenants as long as appropriate space is available.

Battery Shop/Office

These structures should be preserved and improved to maintain their historic quality and presence. Rebel Shakespeare, a local theatrical group, currently utilizes one of these structures and shall continue to use one as an office until additional space has been provided in another structure if needed. Both buildings may be used as an accessory building to any of the tenants or program uses within the Park.

Snack Shop/Supply Store

Space within a building, or a new structure should provide seasonal supplies, snacks and beverages for the recreational activities and camping that will occur at Winter Island Park. The store should be located within a structure easily accessible to the beach, amphitheatre and camp sites. A new location within the current Hangar Garage should be considered or within the Hangar Building once renovated.

Perimeter Walking Path

To the greatest extent practical, the entire perimeter of the Park should be made accessible with a walking path adequately broad to also allow bicycle use according to the Salem Harbor Master Plan. This walkway should respect the edges of the island to minimize runoff and any impact to the shoreline habitat while also creating informal links to the shore edges. The path should directly connect to the existing walkway at Winter Island Road.

Interpretive Walking Path/Loop

An interpretive walking trail should be created and maintained that links interpretive exhibits, viewpoints, artifacts and resources to explain the heritage of Winter Island Park and relationship to the surrounding Harbor and community. The walking trail should be marketed by local historic groups and organizations such as Historic Salem for promoting its use. Lighting, benches and trash receptacles should be situated along the walkway.

Park Furniture

The Park furniture will consist of the following elements, which should enhance and further define the overall character of the park:

- Benches and/or seating walls
- Trash receptacles (Recycling)
- Bicycle parking/racks
- Ornamental lighting (LED or Metal Halide)
- Structures (Trellises, Gazebos, or Pergolas)
- Multi-use open air structures or structures may be provided to support other aspects of the Park program including framing and enhancing specific views, overlooks and spaces, and accommodate and support special events

Shuttle Stop

A distinctively designed drop off area and shelter should be created for shuttles, taxis or trolley service that becomes established for access into the Park. Its location should be near the entrance with ease of entering and exiting for minimizing vehicular and pedestrian interaction within the park. Larger buses currently accessing the park should not be allowed or, if allowed, have limited and controlled access into the park.

Public Restrooms/Bathhouse

The island contains an existing bath house that should be renovated, expanded and/or relocated. The bath house should include public restroom, changing areas and shower stalls as well as space for maintenance supplies and seasonal staff and lifeguard office/break room and emergency equipment. The current bath house should be increased in size.

Small Children's Play Area / Tot Lot

The existing tot lot should maintain its current location while long term goals should relocate it closer to the beach and bathhouse. A distinct area should be provided to attract and support informal play by young children with the following characteristics:

- Incorporate the current tot lot structure
- Accommodate approximately 30 children with parents and companions
- Play opportunities to be integral to the landscaping and aesthetics of the Park
- Location, boundaries and orientation to allow for excellent supervision and limit access points to enhance control
- Comply with all local, state and federal code regulations

Lawn Sports

An open grassed that can be used for lawn sports should be located on the existing north west corner of the island near the entrance to the park. This area should be designed to be adaptively used on a temporary basis for a range of lawn sports such as bocce, volleyball, badminton, Frisbee and others. However, no permanent installations should be provided at the outset of the Park's design. RV and tent sites will occupy this area until other revenue generating uses have been established. Long term goals should establish this lawn area as multipurpose use for tent site parking, sports and occasional overflow event parking.

Emergency Access

Emergency access must be provided to all structures within the park according to local fire and emergency code requirements including turning radius and lane widths.

Bike Racks

Bike racks should be installed at key pedestrian gathering areas such as the beach area, boat dock and at the eastern side of the park near the harbor master's office and community garden.

3. Aesthetics and Materials

Overall Aesthetics

The Park's aesthetics must accomplish the following goals:

Oasis – The Park should be a predominately planted, “green” oasis that is clearly a public park and distinct from its surroundings, with some of its walks, plantings and perspectives organized to preserve the impression of a natural setting and screen views of the urban Salem waterfront. Views to the ocean should be maintained and enhanced.

Island – The Park should be an island, with the ability to explore its edges and enjoy views of the water from many places. From the water, the Park should be an attractive place marked by its historic buildings and park-like features.

Fortification – The prominence created by Fort Pickering should be a dominant image and visible from principal approaches to the Island, drawing visitors to ascend to its viewpoints.

Architecture – The remaining historic buildings should be sensitively restored and maintained as aesthetic anchors for the Park, with special emphasis on the former Seaplane Hangar and Barracks.

Infill Park Architecture – Buildings and structures designed specifically as public park facilities should be contemporary and distinct in design from the historic buildings on the site or in Salem’s nearby historic districts, and should be compatible so as not to compete with or distract from the appreciation of the site’s historic resources. They should establish and incorporate a sustainable theme and materials with consideration to rain water harvesting to minimize the City’s water resources.

Attractiveness – The Park design should be attractive, in the sense that it draws people to enjoy its appearance from the outside and inside, and so that they are encouraged to visit and use it. The Park should establish a set of guidelines that maintain an attractive park character.

Identity – Winter Island Park should be easily distinguishable from other waterfront parks because of its aesthetics and rich combination of unique historic features.

Civic Quality – The Park should celebrate the opportunities associated with civic use and identity that evoke a sense of community. While attractive and welcoming to all visitors, it should first be designed with the citizens and residents of Salem in mind.

Seasonality – The Park should be designed to celebrate the seasonal differences through its colors, plantings, and other features.

Scale and Variety of Spaces – Winter Island Park should provide a series of interior open spaces that have different scales and characters.

Adaptability – In addition to being functionally adaptable, the Park should appear to be adaptable rather than an unchangeable, immutable place.

Planting and Vegetation – Plantings and vegetation should support the overall Park program and aesthetics.

Coastal Species – Native coastal plant species or appropriate varieties that are non-invasive and well-adapted to this habitat should prevail as the dominant landscape materials. All new plantings would be approved by local and state authorities. (Salem Conservation Commission and Massachusetts Department of Environmental Protection)

Existing Trees – Existing trees should be retained based on an evaluation of their horticultural value, condition, and potential to contribute to the Park.

Other Existing Plants – Other existing plants need not be retained unless they are found to contribute the program and character of the Park.

New Plantings – New plantings should have the following characteristics:

- Native species to enhance the shoreline and internal spaces.
- Screen visually unpleasing elements and views while also framing special visual or pedestrian corridors.
- Shrub plantings limited to enhancing the gateway entrance, biocell areas or soften internal structures.
- Avoid blocking visual corridors for maintaining overall safety.
- Use shade trees to define and soften main vehicle routes and parking area.

Annuals or Special Garden Areas – Limited locations may be provided for annuals or special plantings to create focal points for visual interest and aesthetic benefit that the City can appropriately maintain.

4. Environment and Sustainability

The Park should be environmentally responsible and sustainable, incorporating the following principles:

Improvement – To the extent practical, the design of the Park should improve its environmental conditions within its boundaries and protect its shorelines from erosion and unwanted contaminants.

Sustainable Design – The design of the Park's components should limit demands on non-renewable resources, maintenance practices and energy use.

Impact Limitation – There should be no offsite negative environmental impacts through the implementation of low impact design initiatives (LID) and best management practices for storm water design.

Microclimates – The design should enhance microclimatic conditions for human use, so that various areas of the Park provide for shade and sun, wind and weather protection, and sound mitigation.

Botany – The Park should be an excellent environment for its plantings, which should be chosen considering their positive impacts and adaptation to the climatic conditions, as well as non-invasive qualities. Specific plant varieties should be introduced for minimizing erosion and enhancing the park’s wild life and bird habitat.

Materials – The choice of Park materials should include a predominance of locally attainable (“native”) materials and recycled materials to further enhance a sustainable and environmentally conscious theme.

Best Environmental Management Practices – The Park should be able to be operated and maintained using best management practices for environmental sustainability as a practical rather than symbolic consideration. Natural features such as the vegetated moat should be considered for contributing to this effort and coordinated with historical groups.

Coastal Ecosystem – The Park should include interpretive programs that highlight its unique coastal environment such as Salem Sound Coastwatch tide pool monitoring and bird watching programs.

5. Heritage

The Park should celebrate the unique heritage of the island:

Winter Island Park Heritage – The identity and heritage of Winter Island Park should be commemorated, celebrated and interpreted to include its history of precontact settlement, coastal defenses, maritime navigation and trade, and the United States Coast Guard operations and facilities.

Artifacts and Remnants – Existing artifacts or remnants from previous settlements and improvements on the site may be retained and employed if they contribute to the overall program and goals for the Park, along with helping to convey the layered heritage of this place.

Other Stories and Heritages – Other interpretive stories or commemorations should be provided at the Park. In this regard, appropriate locations for additional historic markers or use of meaningful artifacts should be identified, so that they are not inconsistently accommodated at a later date.

6. Site Organization and Relationships

The Park should be organized using the following principles:

Gateway and Approach – The initial gateway facilities and approach into the central portions of the Park should be attractive and natural in character, with guiding signage and views towards the Park’s landmarks. Appropriate traffic design standards would be applied for accommodating multiple lanes, convenient stacking, appropriate safety measures, drop area and gates.

Parking – Parking lots should be broken into component sub-areas with internal landscaping and landscape screening to reduce their visual impacts and provide opportunities for additional landscaping. Smaller parking cells or on street parking along the access roads should be avoided and directed to larger well defined parking areas with overflow extending into the northwest lawn area or shared with bio-retention cell at the Hangar Parking Lot.

Paving – Paving should be minimized to directly support the activities and needs of the Park. Creative and sustainable solutions should be explored and implemented where possible for minimizing impact to the island's water runoff and park appearance. Porous or grass paving offers excellent visual appeal while significantly reducing water runoff.

Camping – Camping, where provided, should be partially or completely screened from the major interior vehicle and pedestrian circulation paths. Access to these areas should be well marked to minimize the vehicle traffic within the Park.

Fort Pickering – Fort Pickering's remaining grounds and ramparts should be kept free from other uses except in special and temporary circumstances associated with events and guided tours. Access into the Fort should be controlled. Key features should be restored such as the moat walls and the original bridge and access point.

7. Circulation, Access and Parking

The Park circulation should be clear and functional, including the following:

Accessibility – The Park should meet all accessibility standards and encourage access to all activity areas and pathways. The overall pedestrian and vehicular circulation should take into account previous Master Plan studies including extension of the City's Bike Path system.

Connections – Internal circulation should be provided including identifying crosswalks and enhanced corridors that respond to major desire lines and access to interior activity areas while also sensitive to topographical elevation changes, views and adjacent uses.

Multiple Paths – Multiple looping routes through the Park should be provided to accommodate the various seasonal activities. Paths should maintain a minimum width of 8' feet, but should also be assessed in various locations to minimize visual and environmental impact within the park. They should also appropriately accommodate the needs for both summer and winter activities.

Parking – Planning should take into account location, amount and convenience of parking as an important need to support the activities and uses of the Park without unduly impacting neighboring areas and uses.

Paved Parking Supply – The total amount of paved parking should not exceed the amount that existed at the outset of the master planning process, although its location, distribution and appearance should be modified and improved in line with the other goals within this program. Current parking allows for approximately 30 spaces which

can be located at the Hangar Building or relocated to the top of the hill adjacent to the amphitheatre. Additional parking can be located along the access drive to accommodate the relocated tot lot and along the Boat Launch lot for viewing purposes out to Salem Harbor.

Temporary Parking Supply – Temporary parking on structured lawn areas prepared and maintained for this purpose should be provided for occasional special events only, and may contain up to 120 additional parking spaces. Daily parking should remain isolated to the designated parking areas and overflow only allowed along the roads during larger or special events. Directional signs and the park management staff should monitor this regularly.

Bike Path – The bike path system on the island should align with the Salem Harbor Master Plan goals and the current bike path system along Winter Island Road. Design and layout should be coordinated with the Parks Department and the Bike Path Committee along with the Plummer Home property. While the Salem Harbor Master Plan identifies specific widths for a bike, the final design should respect the impact on the land within the Park and the most recent and safest design standards.

8. Adaptability

The Park should be designed to be adaptable to changes in the future in terms of program and events, as well as prospective locations for public art.

The utilities serving the Park should be adaptable so that they can be modified in the future with minimal disturbance to current structure and uses.

9. Maintenance

The design should take into account the level of maintenance normally achievable within Salem's municipal budgets and practices. High maintenance standards should be established for any concession establishment or leasehold use in the Park.

The future design of the park should consider sustainable initiatives that will minimize maintenance costs and impacts while maintaining the standards set by the City. Snow management practices should also be managed for providing adequate snow storage during winter months and appropriate access for all winter uses.

10. Security

Anyone walking through the Park at any interior location and at any time should be visible from other locations along the interior portions of the Park and central Parking lot. Adequate lighting levels should be provided so that activities in the interior of the Park can be reasonably visible from some location within its interior.

A gatehouse facility should be provided with views of the entrance area so that those arriving or leaving the Park can be seen during those times of the year in which access to the Park for vehicles is restricted and requires oversight.

11. Lighting

Lighting should be predominately indirect and use high cut-off fixture unless a special effect is intended that is integral to the aesthetic goals of the Park. Fixtures should be attractive and integrated into the daytime aesthetics. Lighting near the water's edge should be limited and respect best practices for the habitat surrounding Winter Island. All lighting should be designed according to Dark Sky and the Illuminating and Engineering Society's (IESNA) guidelines in conjunction with the City's current bylaws.

12. Signage

Signage identifying and naming the Park should be visible at its gateway. Internal signage should be custom designed and be consistent with the Park's overall aesthetics and archetype. Special signage for special events must be anticipated in terms of location and lighting.

13. Utilities

Internal utilities should be provided to support the planned program of uses and achieve the use and environmental standards described in this program. Current services need to be evaluated based upon the requirements of the Master Plan. The oval utility plan should take into consideration a phased approach.

Electrical Utilities – Should be relocated below ground or routed outside of the Park.

Sewer – Short term goals should focus on upgrading and maintaining the existing septic system on a regular basis until the park uses demand further upgrades. All future septic upgrades should be connected to the City's current sewer infrastructure. Further studies should be conducted for determining total capacity for long term upgrades.

Water – The existing water service will need to be assessed and potentially upgraded with future development of the park.

14. Power Generation

Wind power generation should be considered at Winter Island to the extent that it can provide a substantial portion of the associated net revenues as a source of capital, operations and maintenance funding for the Park. The wind turbine should be situated in a location that respects views from within the island and looking onto the island. The Park provides an ideal location, which has been studied extensively over the past several years with Winter Island recognized as a highly feasible site. These studies included the Final Wind Turbine Generator Feasibility Study published by Meridian Associates in April of 2011 and the UMass Renewable Energy Lab Study in 2007 both suggesting a similar and favorable location at the southwest tip of the Park adjacent to the Harbor Master's Building as currently shown on the Master Plan. Careful consideration for location must also respect a suggested fall zone based upon the size and height of the proposed turbine in relationship to various structures and uses within the park. Additionally, City's zoning

review and public permitting processes will make a final determination as to whether it is an appropriate use and revenue generator for the City and Park.

6. PLANNING CONTEXT: OPPORTUNITIES AND CONSTRAINTS

Winter Island Park offers a unique and memorable setting for the City of Salem along with visitors from all over the region, county and world. Its location offers an array of possibilities and opportunities for park users to enjoy a multitude of activities, educational programs, and historical prominence while also being an example of valuable environmental and sustainable initiatives. With a future vision for the park many opportunities lie around the corner to further enhance the park's presence and character.

There are also many constraints which exist within the park. These constraints should be identified and a plan should be developed to deal with them in an appropriate way that is fiscally and environmentally responsible. Both the opportunities and constraints have been identified as follows:

Opportunities

- Increase the Park's presence as a truly unique national park for local and regional visitors.
- Develop a park that is an example for ecological and sustainability initiatives.
- Capitalize on wind generation that will provide significant revenue for the Park and City.
- Improve and enhance the environmental quality of the Park and the adjacent resources through sustainable initiatives for capturing storm water, and minimizing erosion while also enhancing the habitat.
- Improve the overall aesthetics and maximize the Park's character as a unique place.
- Rehabilitate valuable and notable historic structures that further distinguishes the Park's presence and are associate with important historical events
- Educate the public of the Park's significant history.
- Present a well organized Master Plan to various agencies, groups and the public for securing future funding.

Constraints

- Restoring and renovating the historic structures in a timely manner for the safety of the public and for celebrating the past.
- Decreasing revenue from RV sites as the quantities of sites are reduced.
- Obtaining funding in a timely manner to accomplish structural improvements for the Barracks Building and the USCG Seaplane Hangar.
- Obtaining significant funding for long term renovations of the historic structures.

7. OVERALL MASTER PLAN CONCEPT



Figure 14. Overall Master Plan Concept

8. PARK COMPONENTS

The Master Plan components have been included to better accommodate the planned core existing uses while also providing clearly defined spaces, enhanced safety, organized uses, maximized environmental sustainability, and minimized impact through LID initiatives along with harmonizing, accentuating and complementing the existing structures with the landscape. Additionally, the Park's components significantly improve the overall park experience.

Enhanced Gateway

A new park gateway will establish the character and tone of the park. Clear identification and signage along with larger access drives will make it convenient for the various users and visitors to enter and exit the site.

Circulation and Parking

Circulation will be improved dramatically with wider access roads that will direct visitors clearly and immediately to their destination within the Park. Parking will be maintained to meet the existing conditions of the Park, but also easily accommodate over flow parking without jeopardizing the aesthetic character and environmental sensitivity of the Park.

Amphitheatre

The amphitheatre has been centrally located within the Park not only to accommodate local the theatrical performances, but also to take advantage of the topographical character of the site and enhancing the visitor experience by utilizing the USCG Hangar Building as a dramatic and memorable backdrop.

Historic Buildings

The two prominent historic structures on site, the Barracks Building and the USCG Seaplane Hangar, add to the historic flavor of the Park and have been preserved to maintain a distinct experience of place while also having potential to accommodate a multitude of uses. Additionally, the smaller structures enhance the historic relevance of the Park and its story.

The Boat Launch

The boat launch area will remain the same, but with improved and organized parking and circulation. Organized trailer parking will be accommodated immediately adjacent to the boat launch and at the western side of the island along Fish Street. The City should monitor the boat launch use over a 2-3 year time period and determine the actual use and potentially request a modification of the grant agreement.

Fort Pickering

Fort Pickering is another structure that provides a plethora of historical data and character for visitors to investigate. It provides a unique element that few parks offer along with memorable views out into the bay and of Fort Pickering Lighthouse. Along with the other historical components of the Park, the Fort provides another level of history to the Park and region.

Waikiki Beach

Waikiki Beach will remain the same with improved pedestrian access, signage and bath house facilities.

Infrastructure

The current infrastructure will need to be initially upgraded and improved including septic, and storm water. Initial septic improvements should allow the Park to function appropriately in the early phasing, but additional improvements will be necessary as the Park is further developed including potentially locating all utilities underground.

Play Areas and Supporting Facilities

Relocating and renovating the play structure and bathhouse closer to the beach will improve circulation and the overall experience for beach users and families.

Tent Sites

The same number of tent sites shall remain within the park and be consolidated to one area on the east side. This location minimizes the vehicular use within the Park and secludes campers to more of a remote and well protected location, but with easy accessibility to the store and beach area.

RV Sites

The RV sites provide significant revenue to the City and a minimum amount of 16 spaces should remain within the park. They are located on the north west corner of the Park property, so traveling through the park is limited. This location is more environmentally preferable; secluded from the other uses but also convenient to preferred amenities.

Boating

While not in the scope of the Master Plan, dock improvements will further enhance the boating experience and potentially provide additional revenue for the Park.

Community Gardens

The community gardens have been relocated to the exposed northwest lawn area adjacent to the RV sites. Sun exposure is most prevalent and they will be relatively

secluded, but easily accessible. They should be appropriately managed and maintained to be a visually appealing use within the park. Water would need to be provided to the new location and a formal public process for assigning plots.

Location

The components shown in the Master Plan have been arranged to improve the current issues within the park, which include: circulation, aesthetics, management and overall congestion. Through consolidation and appropriate location of uses and components, the Park will become more manageable, less congested and more aesthetically pleasing and safer.

Character

The overall character of the Park should remain relatively the same, but with better organization of Park elements and management of them. The Master Plan incorporates design initiatives that will focus on improving the character and overall experience within the park including:

- Improved flow of traffic through the widening of roads and more appropriate turning radius.
- Improved Park entrance to allow flow of traffic in and out of the Park more conveniently especially during peak season and hours.
- As discussed in the Program section of this report, certain uses will be minimized, removed or relocated to provide a cleaner park appearance as found within many other local or national parks.
- Improved signage and wayfinding will minimize the amount of vehicles traveling within the park ultimately increasing pedestrian safety. This will also include well defined crosswalks which would fit into the character of the Park.
- Defined paths and walkways will enhance pedestrian safety while also directing cars to appropriate parking areas minimizing compaction and erosion where not desired.
- The park improvements should increase natural character, rather than provide an urban parking like setting with formal edges and curbing. Sustainable and low impact development initiatives should play strong role toward establishing the long term character of the park. For example, Grasspave edges along roadways that are informal paving edges as well as a method to decrease water runoff.
- Possesses an overall theme of sustainability both within the landscape and applied toward old and new structures.

Phasing

The process of phasing the Master Plan and its components will be necessary due to funding resources and availability. Concurrently, the continued revenue from the Park should be maintained to its current level throughout the phasing process. Action and phasing strategies

have been itemized within this report to assist the City for making appropriate decisions toward developing and improving the park in the short and long term steps.

9. ACTION STRATEGIES

The following strategies have been developed to guide the City of Salem and the Parks and Recreation Department to make the Master Plan's vision become a reality. Each strategy should be discussed, evaluated and well planned for guiding the planning and development process in an efficient and organized manner.

Phasing Strategies

Accomplishing the Winter Island Park Master Plan will require a carefully orchestrated phasing process or implementation plan of relocation, reconstruction and restoration. While some of the phases of the implementation strategy will be able to occur concurrently, the key steps in general chronological order are identified graphically and described in detail below.



Figure 16. Early Phasing Strategies are important steps for improving the island's character, environment and safety, which are shown in Figures 15-17.



Figure 17. The new parking area, amphitheatre and dock enhance the park's experience.



Figure 17. Improvements to parking and storm water management enhance the park's environment, habitat and vehicle circulation.

Early Steps

Improvements to Park Gateway – Gateway improvements such as roadway widening, lighting, new gate house, drop and gate system represent the beginning stages for establishing and recognizing the Park as a relevant community and historic park. Additionally, this suggested early improvement will immediately improve circulation and overall management of the Park. The City along with local organizations such as FOWI should seek immediate funding opportunities from, local public and private funding initiatives along with potential grant funding from Save America's Treasures or Preserve America a national initiative in cooperation with the Advisory Council on Historic Preservation

Relocation of the Playground and Bathhouse Including Bathhouse Improvements –The bathhouse should be improved early on; it has been recognized as significantly inadequate for its current usage. With the relocation of the bathhouse, additional space will be provided for the playground, which will then create space for the new parking lot in place of the existing playground. Funding should be obtained through a combination of local, state and national funding sources as previously mentioned along with local private and public assistance including volunteer work for relocating the playground.

Circulation and Parking Improvements – Circulation Improvements would include widening of existing roadways in accordance with City and state requirements, installation of Grasspave overflow parking and the construction of the new parking lot. This phase would also include parking lot improvements at the USCG Hangar Building and boat launch. Phasing of the roadway construction should also be considered when planning future phases with potentially leaving the binder course in place for a period of time, then applying the final coat when future phases are completed. During this phase walkways and crosswalks should be implemented as well to meet ADA and MAAB specifications.

Construction of Bioswales Including Renovation Of Southern Moat – In conjunction with the roadway and parking improvements, storm water will need to be designed and permitted with local and state environmental agencies and possibly with the Massachusetts Historical Commission. Best Management Practices will be considered and the existing overgrown moat could potentially play a key role in the storm water design and sustainable movement within the park. In result, funding sources should be considered through the many potential funding sources including: private foundations such as The StEPP Foundation, Community Action for a Renewed Environment (CARE) Program, Five-Star Restoration Matching Grants Program, North American Wetlands Conservation Act Small Grants, Rockefeller Family Fund, David and Lucile Packard Foundation, Rockefeller Brothers Fund Sustainable Development, and state and federal grants including Catalog of Federal Funding Sources for Watershed Protection, Clean Waters Act 319 Funds.

Consolidation of 14-16 RV Sites and Relocation of Community Gardens – With the improvements to parking areas and environmental impacts, relocation and/or consolidation of the the RV sites is recommended to within the Park. In accordance with the Master Plan, the RV sites should be decreased over time and centrally located adjacent

to the open lawn area at the northwest corner of the Park as suggested in the Salem Harbor Master Plan. The relocation and reconstruction of the community gardens should also be incorporated into this stage of the phasing process, although they could be moved at anytime during the early phases. Minimal funding would be necessary for these two initiatives since the 16 RV sites are already in place and the new community garden could potentially be coordinate though volunteer work. Some funding would be necessary for improvements to the open space and its organization to screen the uses from each other and the gateway entrance.

Consolidation of Tent Sites – All 22 Tent Sites shall be consolidated to the north corner of the Park where the group tent sites are currently located. Minimal funding would be needed for this endeavor and primarily for selective clearing of vegetation and planted buffers for screening the gateway entrance and provide an enhanced camping atmosphere. This funding could also be combined with the gateway improvements.

Construction of the Outdoor Amphitheatre and Stage – With the reduction of the RV revenues, the City should incorporate a plan for construction and management of the outdoor amphitheatre. The amphitheatre could supplement some of the loss in revenues from the RV's while also creating a unique attraction to the P-ark. Funding sources for this initiative should be coordinated with Friends of Winter Island (FOWI) and other organizations to raise mostly private funds. The construction of the amphitheatre could be constructed in phases including: terraces, walks, stairs, stages and lighting in the first phase and a more permanent stage and canopy in future phases as funding becomes available.

The USCG Seaplane Hangar and Barrack's Buildings – The City should issue a request for proposal to renovate both buildings as soon as possible and determine whether there is interest for private funding. Concurrently, the City should begin seeking funding support from the Massachusetts Historical Commission (MHC) and other state and/or federal funding sources to restore the structural integrity of each building.

Proposed Early Action	Capital Cost	Resource
Barracks and USCG Building (shell and structural improvements)	\$400,000	SAT, MAPPF, PA
Early Infrastructure Improvements	\$25,000	LWCF, CARE, CWA, CSPP
Gateway Enhancement (sign, gatehouse, paving, lighting, plantings)	\$250,000	LWCF, RFF, DLPF, MRG, CSPP
Bathhouse Relocate /Renovate	\$125,000	LWCF
Playground Relocation	Volunteer	LWCF
Parking and Circulation Improvements	\$150,000	CARE, FSR, NAWCA, MRG
Grasspave Overflow parking	\$75,000	StEPP, FSR, DLPF, CWA, CSPP
Bio cells, Moat / Rain Garden restoration	\$200,000	StEPP, CARE, FSR, NAWCA, RFF, DLPF, CFFSWP, CWA, MRG, CSPP
Community Gardens	Volunteer	
Consolidation of RV sites	\$75,000	CARE, FSR, RFF, CFFSWP, CWA
Consolidation of tent sites	\$30,000	LWCF, CFFSWP,
Hangar Garage parking	\$25,000	CARE, DLPF, CWA, CSPP
Extended dock for kayak rentals	\$20,000	LWCF, Private,
Amphitheatre (with natural stone terraces, lighting, walks and stage/canopy)	\$875,000	LWCF, MCFF, CSPP
Estimated Early Phase Total	\$2,300,000	

Table 1. Estimated costs for Early Phasing strategies.

Long Term Steps

Installation of a Wind Turbine – A wind turbine could provide significant revenue for the Park and City. Upfront funding will be necessary, but the long term gains in revenue have been identified within a recent report by Meridian Associates in 2011.



Figure 18. Wind power generation could be a real source of revenue for the City and park.

Restoration of the Barracks Building –Upon short term improvements, both the Barracks and USCG buildings should seek funding to fully restore and renovate the structures to accommodate the preferred uses as mentioned in The Program. Some funds such as Massachusetts Historic Commission grants may only provide exterior improvement to the shell, but not for a full build out scenario. As mentioned in the Early Phasing, private development funds maybe available based upon the results of an issued Request for Proposal. Private investment could potentially utilize the Massachusetts state and federal historic rehabilitation tax credits. If private funding does not appear possible, then a combination of private, state and federal funding must pursued to provide an attractive and safe structure for meeting the Park’s needs as a multipurpose facility. A multipurpose facility maybe be the appropriate use for long term use or until an opportunity for private development materializes.

Restoration of Fort Pickering – Fort Pickering should immediately be secured to provide limited use in order to preserve its current character. No vehicles should be allowed within the Fort and a temporary walking path system should be installed. Long term, the Fort should be restored to its original condition with funding from a many source including: MHC, MA Preservation Projects Fund Grant Program, Mass. Cultural Facilities Fund and Clean Water Act for restoration of the moats. The moats should also be enhanced with native vegetation and protective barriers incorporated into the overall park theme.

Proposed Long Term Action	Capital Cost	Resource (See Page 53)
The Barracks Building Renovation	\$3,000,000	MHC, FS, MCFF, MAPPF, PA
The USCG Hangar Renovation	\$4,500,000	MHC, MCFF, MAPPF, PA
Fort Pickering restoration	\$750,000	MHC, MCFF, MAPPF, PA
Hangar Garage improvements	\$75,000	MHC, MCFF, MAPPF, PA
USCG Hangar pedestrian plaza	\$250,000	LWCF, CARE, RBF
Wind Turbine (1.5MW-9 yr. payback w/ funding)	\$2,000,000	CARE, RFF, DLPF, RBF
Paths and walkways	\$50,000	FSR, RBF, RTG, CSPP
Park furnishings and amenities (lighting, benches, trash, bike rack)	300,000	LCWF, RBF, RTG, RFF, DLPF, RBF, CSPP
Infrastructure (sewer, water, electric)	\$75,000	CARE, FSR, CFFSWP, CWA, CSPP
Estimate Long Term Phasing Total	\$12,000,000	

Table 2. Estimated costs for Long Term phasing strategies.

Turbine Make	Estimated Revenue	REC income	O&M Costs	Net Income before debt service
Elecon 600 kW	\$162,403.56	\$36,807	(\$29,233)	\$169,977.56
Mitsubishi 1.0 MW	\$221,374.13	\$50,172	(\$39,847)	\$231,699.13
GE 1.5 MW	\$477,462.03	\$108,211	(\$85,943)	\$499,730.03

Table 3. Estimated wind turbine revenue reported by Meridian Associates Inc. dated March 2011

Expenses	Operational Costs	Resources
Salaries-Full time	\$ 36,180	RV Sites, Parking
Salaries-Seasonal	\$ 68,874	RV and Tent Sites, Parking
Electricity	\$ 24,000	Picnic and Function Hall
Gasoline / Oil Heat	\$ 6,000	Boat/Dinghy Storage
Ground Maintenance	\$ 5,500	Boat/Dinghy Storage
Advertising	\$ 1,000	Boat/Dinghy Storage
Telephone	\$ 2,000	Boat/Dinghy Storage
Office Supplies	\$ 500	Boat/Dinghy Storage
Store Inventory	\$ 5,000	Boat/Dinghy Storage
Renovations / Repair	\$ 3,000	Boat/Dinghy Storage
Equipment	\$ 3,000	Park Store
Utilities (water/sewer)	TBD by City	Parking and Boat Storage
Total Estimated Yearly Expenses	\$ 185,054	

Table 4. Operating costs for the park with identified resources

Action Strategies

Park Guidelines

- Develop park guidelines for the Park Manager to administer.
- Align park design with programming to encourage proper use of the Park and for effectively servicing all users and maximizing all uses.
- Understand the existing liabilities within the Park and develop immediate goals initiatives to make the park safer.

Parkland Development

- Increase quality of the overall Park with links to the local community.
- Evaluate and analyze phased approaches and their related costs to determine short and long goals along with annual investments over a determined timeline aligned with projected funding.
- Paved areas for travel and parking should be more appropriately designed to accommodate the use of the Park, its character and environmental initiatives.

Infrastructure

- Assess the existing infrastructure and determine short and long-term improvements based upon available funding and phasing approach.

Buildings and Structures

- Assess the structural integrity of the historic buildings for developing short and long term improvement goals.
- Facilitate an RFP process for determining historic restoration opportunities and interests.
- Coordinate permitting and installation of extended dock structure to accommodate kayak rental use through Sail Salem.
- Analyze and assess the Park's management needs and determine short and long term goals.
- Develop a short term plan for the Hangar Building that would include boat storage upon immediate structural improvements and would also be flexible for long term goals and uses.
- Assess the immediate and long term bathhouse needs for determining appropriate time table for relocation and renovation.
- Relocate the tot lot upon final location of the bathhouse.

Programs and Services

- Develop a marketing program through the City that generates community interest and public awareness.
- Further develop the Sail Salem program to enhance the connection between the park and water uses with greater involvement of Endicott College and Salem State College.
- Establish park guidelines and programs which reflect accountability to the City and community.
- Expand and further define the Park Manager's role and responsibilities to provide better security, information and management of all Park uses and events.

Partnerships

- Develop partnerships with the National Park Service and the Tourism Board to market the Park locally and regionally.
- Encourage local groups like the Friend of Winter Island (FOWI) to develop strong partnerships with the City for increasing funding opportunities and Park initiatives.
- Seek partnerships with private entities interested in rehabilitating and restoring historic buildings for park appropriate uses.

Environmental

Due to historic site uses, potential exists for other unknown impacts to soil and groundwater by various contaminants of concern (i.e., metals, hydrocarbons, etc.). Additional soil and groundwater exploration and testing may be required to determine the extent of contamination from existing treatment infrastructure and to guide development alternatives.

Drainage will need to intercept and treat runoff from surfaces generating non-point source pollutants to the extent practicable.

- Appropriate waste storage facilities or containments areas should be provided within the Park and in a convenient location for pickup by the City.
- Current environmental studies should be further evaluated and future ones conducted as needed.
- All invasive species should be removed from the island and more natives introduced as the Park is developed over time.
- Opportunities for pollutant removal should be recognized. Where possible, runoff from impervious surfaces should be directed toward pre-treatment and treatment BMPs (or a treatment train) that maximize pollutant removal potential for typical pollutants found on parking surfaces (suspended solids, hydrocarbons and metals).

Historical and Archaeological

Development of the property may require applicable federal and state regulatory compliance, including review by the MHC:

- MGL Chapter 9, Sections 6 and 7, 950 CMR 70; Chapter 254
- MEPA
- Section 106 of the National Historic Preservation Act
- NEPA

Archaeological and Architectural Reconnaissance surveys of Winter Island Park may be necessary to meet current standards and update existing documentation as part of preparatory planning before any work on the site is initiated.

- The 1940s resources that were considered non-contributing to the original Winter Island National Register nomination because of age should be re-evaluated now that they are more than 50 years old
- Inventory of resources should be updated with current integrity
- The significance of landscape features and path/road systems as historic resources should be evaluated

Collaborating with National Park Service

- Federal Maritime Installation-Fort Pickering.
- Beneficial in areas of public education, awareness of services, and visitor facilities/transportation.

Maintenance and Equipment

- Coordinate and develop an equipment data and maintenance log with the park manager that most efficiently services the short and long term goals of the park.
- Formulate a training and hiring program through the park manager's direction that would align with the Park's maintenance guidelines.

Funding

Develop partnerships with private entities through a formal RFP process, community organizations and City departments for developing and coordinating local, state and federal funding initiatives.

Identify and contact the various funding agencies identified below that are relevant to the various phases and approaches for the park.

Funding Sources

The City will need to obtain a substantial amount of funds to support the development of the Winter Island Park Master Plan. Funding will most likely derive from local, state and federal funding sources, many of which have been listed below. The City should research and contact the various sources immediately for short and long term funding goals as displayed in the Estimated Cost Chart. See Tables 1 and 2.

The StEPP Foundation

The foundation is a 501(c)(3) non-profit organization, has funding available for projects around the country. The Foundation is dedicated to helping organizations realize their vision of a clean and safe environment by nationally matching projects with funders. The StEPP Foundation works with government, for profit, and not for profit entities that have a need or requirement to fund environmental projects.

Community Action for a Renewed Environment (CARE) Program

EPA grants made available to reduce pollution at the local level through community-based programs that build partnerships to help the public understand and reduce toxic risks from numerous sources. Examples of projects include addressing land- and air-pollution issues in Somerville, MA; reducing toxics and promoting green alternatives in Portland, OR; dealing with ground and surface water contamination on the Wind River Indian Reservation in Ethete, WY.; controlling storm water run-off in St. John, Virgin Islands;

and reducing disparities in asthma and blood-lead levels in Baltimore, MD. Eligible applicants include county and local governments, tribes, non-profit organizations and universities.

Five-Star Restoration Matching Grants Program (FSR)

The Five-Star Restoration Program provides modest financial assistance on a competitive basis to support community-based wetland, riparian, and coastal habitat restoration projects that build diverse partnerships and foster local natural resource stewardship through education, outreach and training activities through the The National Association of Counties, the National Fish and Wildlife Foundation, and the Wildlife Habitat Council, in cooperation with the U.S. Environmental Protection Agency (EPA), the Community-Based Restoration Program within NOAA Fisheries, and other sponsors.

North American Wetlands Conservation Act Small Grants (NAWCA)

The Small Grants Program is a competitive, matching grants program that supports public-private partnerships carrying out projects in the United States that further the goals of the North American Wetlands Conservation Act. To be eligible, projects must involve long-term protection, restoration, and/or enhancement of wetlands and associated uplands habitats for the benefit of all wetlands-associated migratory birds.

Rockefeller Family Fund (RFF)

The Family Fund's Environment program emphasizes conservation of natural resources, protection of health as affected by the environment, meaningful implementation and enforcement of the nation's environmental laws, the cessation and cleanup of pollution caused by the Department of Energy and the Department of Defense, and public participation in national environmental policy debates.

David and Lucile Packard Foundation (DLPF)

The Foundation's Conservation and Science Program is focused on the challenge of sustainability--finding paths for human progress that protect and restore the ecological systems upon which all life depends. This fund invests in actions and in ideas, supporting initiatives to secure public policy reforms to changes in private sector practices and scientific activities to develop essential knowledge and tools for understanding and addressing current and future priorities. The Program supports work on four priorities: Oceans and Coasts, Atmosphere, Sustainability Science, and Packard Fellowships for Science and Engineering.

Rockefeller Brothers Fund Sustainable Development (RBF)

The Rockefeller Brothers Fund (RBF) sustainable development grant making endeavors to support environmental stewardship that is ecologically based, economically sound, socially just, culturally appropriate, and consistent with intergenerational equity. The Fund encourages government, business, and civil society to work collaboratively on environmental conservation and to make it an integral part of all development planning

and activity. Recognizing the global nature of many environmental problems, the Fund also promotes international cooperation in addressing these challenges. Awards range from \$25,000 to \$300,000.

Catalog of Federal Funding Sources for Watershed Protection (CFFSWP)

The Catalog of Federal Funding Sources for Watershed Protection Web site is a searchable database of financial assistance sources (grants, loans, cost-sharing) available to fund a variety of watershed protection projects.

Clean Waters Act 319 Funds (CWA)

The 1987 amendments to the Clean Water Act (CWA) established the Section 319 Nonpoint Source Management Program. Section 319 addresses the need for greater federal leadership to help focus state and local nonpoint source efforts. Under Section 319, states, are able to receive grant money that supports a wide variety of activities including technical assistance, financial assistance, education, training, technology transfer, demonstration projects and monitoring to assess the success of specific nonpoint source implementation projects. Each state receives an approved amount of funding per year. The money is administered by the state to qualified applicants.

Massachusetts Recreational Trail Grant Program (RTG)

The Recreational Trails Program provides funding support for a variety of trail protection, construction and stewardship projects throughout Massachusetts. This national program makes funds available to states to develop and maintain recreational trails and trail-related facilities for non-motorized and motorized recreational trail uses. The Program is authorized and funded through the federal "Transportation Equity Act for the 21 st Century" known as TEA-21. It is administered on a reimbursement basis by the Massachusetts Department of Conservation and Recreation (formerly DEM), in partnership with the Massachusetts Recreational Trails Advisory Board and the Massachusetts Highway Department. Eligible applicants include non-profit organizations, government agencies, and municipalities. See Massachusetts Department of Conservation and Recreation website.

MA Division of Conservation Services Parks Programs (CSPP)

The Federal Land & Water Conservation Fund (P.L. 88-578) provides up to 50% of the total project cost for the acquisition, development and renovation of park, recreation or conservation areas. Municipalities, special districts and state agencies are eligible to apply. Massachusetts has received funding from the state side portion of the federal program since 1965.

Heritage Tree Care Grant Program

This federally funded program offers competitive grants to communities with advanced tree care programs wishing to protect and enhance large or unique "heritage trees" located on public property or easements. In order to be designated a "heritage tree," the tree must

have a diameter greater than 32 inches, be designated a champion in size for its species in Massachusetts, or have documented historic significance to the community or state. See Massachusetts Department of Conservation and Recreation website.

MASS ReLeaf Grant Program (MRG)

Mass ReLeaf is a trust fund for public tree planting projects in Massachusetts. By seeking public or private funding Mass ReLeaf is able to provide matching grants to support local projects that involve a partnership in the planting and care of trees on public land. The goals of the program are to help communities purchase trees to be planted for energy conservation, screening, community gateway or parking lot enhancement, or to offset urban pollution; and to assure long-term tree survival by emphasizing proper tree selection, planting, aftercare and maintenance. See Massachusetts Department of Conservation and Recreation website.

The Community Preservation Act Fund (CPA)

CPA is a smart growth tool that helps communities preserve open space and historic sites, create affordable housing, and develop outdoor recreational facilities. CPA also helps strengthen the state and local economies by expanding housing opportunities and construction jobs for the Commonwealth's workforce, and by supporting the tourism industry through preservation of the Commonwealth's historic and natural resources.

CPA allows communities to create a local Community Preservation Fund for open space protection, historic preservation, affordable housing and outdoor recreation. Community preservation monies are raised locally through the imposition of a surcharge of not more than 3% of the tax levy against real property, and municipalities must adopt CPA by ballot referendum.

Seed Grant Funds

Grants or contributions used to start a new project or organization. Non-profit seed money grants may cover salaries and other operating expenses of a new project. Grants.gov is the website to find and apply for more than \$360 billion in competitive federal grants across all 26 federal grant-making agencies.

Salem Department of Planning and Community Development

Waterfront Enterprise Fund –Salem is associated with waterside activities including improvements to utilities, recreation, and transportation consistent with Salem Harbor Plan. All exclusion fees are collected as a condition.

Water Sheet Activation Fund – For planning, programming, designing, constructing and maintaining watershed activation elements, i.e. South River was created to implement the first municipal harbor plan prepared by the city in 2008. The fund imposed a fee on projects that require Chapter 91 licensing based on a square foot formula that could be used in the future to add dinghy docks or other facilities in the South River after the River

is dredged. A similar fund could be created for other locations in the City with the funding targeted for improvements to Winter Island.

Massachusetts Historical Commission (MHC)

Economic incentives for historic preservation and rehabilitation serve to stimulate research and preserve our historic properties. The MHC administers a federal grants-in-aid program for survey and planning projects as well as a state matching grant program for restoration, rehabilitation, and research of properties listed in the State Register. When funds are available, reimbursement grants are awarded annually through a competitive application process.

MA Preservation Projects Fund Grant Program (MAPPF)

The MPPF is a state-funded 50% reimbursable matching grants program established in 1984 to support the preservation of properties, landscapes, and sites listed in the State Register of Historic Places. Applicants must be a municipality or nonprofit organization. Grants are offered for \$5k-\$100k.

MA Cultural Facilities Fund (MCFF)

The Massachusetts Cultural Facilities Fund (CFF) is an initiative of the Commonwealth of Massachusetts. The Fund was created as part of a major economic stimulus bill that was approved by the Massachusetts Legislature in July 2006. The current capital budget appropriation to the Fund in FY2011 is \$7 million. To date, the Fund has awarded \$37 million in grants to 185 cultural organizations across Massachusetts.

The goal of the Cultural Facilities Fund is to increase investments from both the public sector and the private sector to support the sound planning and development of cultural facilities in Massachusetts.

The Fund provides Capital Grants to promote the acquisition, design, repair, rehabilitation renovation, expansion, or construction of nonprofit cultural facilities in Massachusetts. All grants from the Fund must be matched with cash contributions from the private or public sector.

Preserve America (PA)

The Preserve America program has a matching-grant fund where planning funding is provided to designated Preserve America Communities. These grant funds can be used to support tourism, education, and historic preservation planning. (\$20k-\$250k). Note: The City of Salem has been designated as a Preserve America City.

Save America's Treasures (SAT)

National Endowment for the Arts makes grants to state and local governments for the preservation of historic properties and cultural artifacts. Historic properties receiving funds must be nationally significant and be threatened, endangered, or otherwise demonstrate an

urgent preservation need. Grants require a dollar-for-dollar non-Federal match. The maximum grant is \$1 million, and the minimum is \$250,000.

Chapter 91 and Funding Future Public Access and Waterfront Use Improvements

In the Commonwealth of Massachusetts, public rights for access and use of tidelands and waterways are protected through laws and regulations that are commonly referred to as “Chapter 91.” Portions of Winter Island are within the jurisdiction of the State laws and regulations. All of the uses and proposed improvements at Winter Island Park are intended to provide excellent waterfront access and public use precisely as envisioned by the law and regulations. The standards for compliance are contained within the Massachusetts Waterways Regulations (310 CMR 9.00).

These regulations are further implemented through Municipal Harbor Plans (301 CMR 23.00) and for Designated Port Areas (301 CMR 25.00). The City of Salem has created and formally adopted its Municipal Harbor Plan to provide special guidance for the Harbor and its edges, including Winter Island Park. The portions of Salem Harbor adjacent to Winter Island have a distinctive status as a Designated Port Area (DPA). Qualifying land and waterfronts within a DPA have special standards and requirements.

Future development along Salem Harbor may provide an indirect opportunity to help fund and implement the public access and waterfront uses at Winter Island Park. Qualifying land areas that are within the jurisdiction of Chapter 91 must obtain associated licenses, if there are changes from existing uses and any associated Chapter 91 licenses to those uses. In some cases, it may not be feasible or even most desirable to meet the purposes of the regulations through standard provisions. Through a procedure of substitutions and amplifications, the municipality can direct public benefits offsite.

For example, much of the development along the edge of Boston Harbor cannot reasonably meet the standard provisions of Chapter 91. Through the preparation and amendments to their Municipal Harbor Plans, the City has directed new developments to fund off-site improvements such as parks, special events and programs, support for water transportation and other actions. Many of the programs and public spaces along the edge of the Fort Point Channel in Boston are being funded through this mechanism.

As the City contemplates the potential redevelopment of the existing power plant or other nearby land, it should consider directing some of the Chapter 91 public benefits to support capital improvements called for in the Winter Island Park Master Plan – implementing direct and appropriate benefits to the public in the spirit of the law and regulations. The method to accomplish this would be through a Municipal Harbor Plan amendment, DPA master plan or de-designation associated with redevelopment, and the subsequent Chapter 91 licensing.

Compensated Work Therapy Program

The Department of Veterans Affairs runs the Compensated Work Therapy Program (CWT) a program that provides veterans with vocational opportunities. These veterans

have a wide range of skills that would be appropriate for work on the historic buildings at Winter Island Park. The CWT provides training, benefits and social services to the veterans and support to the employers. There are four centers in Massachusetts, including one in Boston. This program could provide low-cost labor for renovation projects while respecting and benefiting from the military history of this area. This program could create a unique opportunity with the potential reuse of The Barracks Building as a veterans home stated in this report.

Park Partnerships: Keys to Success

Winter Island Park encompasses a highly unusual array of resources and activities today; this community-based plan is ambitious about the future and call for substantial capital reinvestment, programming and maintenance. The ability of the municipality to focus adequate financial and staff resources can be significantly multiplied through the auspices of a non-profit stewardship organization whose mission is to complement the public role and maintain a clear and steady focus on this Park.

Prior to the preparation of this Master Plan, just such a group has emerged in Salem, the Friends of Winter Island Park (FOWI). This non-profit group has been constituted by a volunteer leadership group and has actively been engaged in advocating for the future of the Park. Their work has included providing information about the history and opportunities for the future through the website that they have established, through meetings and other activities.

This Master Plan recognizes the key role that the Friends of Winter Park can – and should – play in the future as a partner with the City and the organizations that are current and future tenants of the Park.

Potential Roles for the Friends of Winter Island Park

The Friends of Winter Island Park (FOWI) is - and should remain - as an independent advocacy and support group for the Park as a public facility. In this regard, the following suggestions are provided to help frame future discussions with the organization and with the City regarding how the FWIP could best assist in the implementation of the Master Plan.

- City/Organization Partnership – The FOWI mission must be aligned with the public interests in the Park and be organized so that it is clearly understood as a partnership organization intended to advance the interests in conjunction with the City. In this regard, it would be very helpful if the FOWI endorses this Master Plan in a manner consistent with the City's adoption of the Plan as a guidance document. Such an endorsement can recognize that the Master Plan represents an overall vision and direction, and that subsequent decisions about any major element in the Master Plan would involve coordination and participation by the FWIP, as well as other stakeholders.

- Status as a Non-Profit 501C(3) Corporation– The FOWI can play a powerful role that in soliciting funds and then in funding projects and programs if it can establish and maintain its status as a qualified and approved 501 C(3) corporation. This status allows donors to deduct charitable contributions from federal income taxes. As a charitable organization, the FOWI can solicit support by corporations, individuals and institutions. The funds can then be applied to specific improvements or to undertake projects through subsequent donations or grants to the City, or through agreements regarding particular projects or programs.
- Special Programs and Organizational Fundraising – The FOWI will benefit from serving as sponsors of park-related programs and events that raise awareness and expand enjoyment of the Park. The FOWI could work collaboratively with the City and define special programs or events that could also serve as fundraising opportunities for the organization and its activities. Excellent examples of such programs and events can be drawn from similar organizations around the region and nationally. Two such organizations – the Friends of Fort Point Channel and the Friends of Boston Harbor Islands – have undertaken many such initiatives and can serve as inspirations for FOWI. Possible activities might include a fundraising summer picnic or small concert, historic talks co-sponsored with area museums or institutions, walking tours of the Park, or boating outings on Salem Harbor.
- Capital Campaign – The FOWI could conduct a capital campaign for a specific project, or for more general park improvements by creating a fund for that purpose. The FOWI would be far better positioned to undertake a capital campaign than would the City, because of the multiple roles and legal restrictions associated with any municipality.
- Grantsmanship and Grant Stewardship – The FOWI can seek and then manage grants from public, private or institutional sources. As a non-profit and independent organization, the FOWI may be able to effectively conduct a variety of projects, including using grant proceeds towards professional contracts or professional program management. For example, grants to support historic restoration and associated economic redevelopment are sometimes directed to non-profit corporations.
- Program Management – The FOWI could serve as a program manager of some Winter Island Park activities or facilities through contractual agreement with the City, if there are mutual benefits associated with that role and with the program.
- Volunteer Assistance – The FOWI could solicit and organize volunteer assistance within the Park as a focused activity. Assistance might include seasonal clean-ups, historic or nature walking tours, programs for fishing or

boating, or many other aspects of making Winter Island a high quality destination.

- Marketing and Promotion – As an advocacy group, the FOWI could assist in marketing and promoting Winter Island Park within the Salem community and for special events that will benefit from broader outreach. In addition, the FOWI could help the City to solicit quality redevelopers and tenants of the buildings that need renovation and vital reuse.
- Coordination with City Initiatives and Operations – As a Friends group, the FWIP should be structured to ensure close coordination with City initiatives within the Park and with the ongoing operations necessary to run and maintain this exceptional place. A regular schedule of meetings and communications between the City and FOWI should be established.

Organizational Recommendations

The Friends of Winter Island Park will need to grow from its recent initiation into a strong and sustainable organization in order to help fulfill its mission and the ambitious vision for the Park. This can be accomplished in many ways. Several suggestions are offered for consideration:

- Peer Organizations – Salem has a number of outstanding non-profit cultural organizations and institutions that might be contacted and consulted as formal or informal advisors in strengthening the organization including methods to expand membership, raise operating funds, and staffing programs and projects.
- Parallel Organizations – FOWI might seek informal advice from a range of similar and successful “Friends” organizations from their staffs or members of their boards. Two such organizations are described within the discussion of case studies, below.
- Board of Directors – Attracting committed and influential leadership to the Board of Directors is a hallmark of successful non-profit organizations. Discussions with peer and parallel organizations may provide insights on how to approach this aspect of the organization over time.

City Relationship and Roles

The City of Salem should actively support the Friends of Winter Island Park as a key partner in the long term success of Winter Island Park. This support could take many forms. The City of Boston has several relevant models that could be consulted, including the Friends of Boston Common and the Friends of Fort Point Channel. The City, through appropriate departments and staff, should consider these and other examples to craft the City’s policies and then implement a partnering program through the Office of the Mayor, City Council, and members of various departments as may be appropriate.

The process should be initiated by establishing a point of contact with the City for the FOWI, and creating a compact committee to explore methods to create a vital partnership through a series of meetings.

Case Studies: Precedents and Examples of Successful “Friends” Associations

Partnership organizations associated with public parks is emerging as a powerful component of successful park restorations and high quality operations throughout the United States. Some of the pioneering examples are within the Boston region, and outgrowth of the appreciation of the historic resources that distinguish our region and the need to provide focused stewardship that complements public roles. Two examples of organizations with parallel missions to the FOWI are described below. However, many other examples are readily available and can be found through a search of websites for parks and advocacy groups throughout the United States.

Volunteers and Friends of the Boston Harbor Islands, Inc.

The Boston Harbor Islands National Recreation Area is operated under the auspices of the National Park Service. This geographically dispersed set of island locations is burdened by deteriorated historic resources including numerous forts and former military installations. The Volunteers and Friends of Boston Harbor Islands was constituted to promote the formation of the Recreation area and to serve as an advocate for funding. They have continued to serve as a support and advocacy group, sponsoring information and activity programs throughout the region. They provide a volunteer resource for the Harbor Islands. The organization employs staff to assist their Board of Directors in implementing their mission.

Friends of Fort Point Channel

The Friends of Fort Point Channel was created to be the non-profit stewardship group for an urban inlet off of Boston Harbor. The Friends of Fort Point Channel work closely with the City of Boston in implementing a master plan that was prepared for the channel and the land along its edges, providing amenities and public access. In addition to advocacy groups represented on their Board of Directors, adjacent property owners are directly involved. The City has designated some of the programs and initiatives being managed by the Friends of Fort Point Channel for funding through the Chapter 91 licensing program associated with the redevelopment of properties along the water’s edge. The organization is staffed and provides a range of information, promotions, and activities.

10. PRECEDENT IMAGES



Amphitheatre



Rain Garden/BMP



Community Gardens



Enhanced Edge



Enhanced Shoreline Edge



Fort Restoration



GrassPave



Visitor Drop Off



Interpretive Sign Program



Defined Tent Sites



Performance Stage



Relocated Tot Lot



Gateway Sign



Pedestrian Plaza/Storage