

Nantucket Town Area Plan Work Group
DRAFT MINUTES FOR REVIEW AND APPROVAL
November 2, 2021

Attendance: Liz Almodobar, Mary Anne Easley, Alison King, Mary Longacre, Micky Rowland, Lee Saperstein, and Henry Terry.

PLUS Support: Megan Trudel.

Absent: Marsha Fader and Regen Horchow.

There was a quorum at all times.

It was announced that the meeting would be recorded and Mary Longacre gave a synopsis of the Commonwealth of Massachusetts' rules enabling remote meetings. It was stated that this work group was officially charged by the Town of Nantucket and, as such, would follow all requirements of the Open Meeting Law.

1. Call to Order. Henry Terry, acting as interim chair, called the meeting to order at 4:13 pm.

2. Election of Officers: Henry Terry next said that we need an officially elected roster of officers and called for nominations. It was decided consensually that each office would be separately elected. Mary Longacre nominated Henry Terry for Chair; it was seconded by Lee Saperstein. With no other nominations made, a roll-call vote was taken and it was unanimously in favor of the motion. Mary Anne Easley next nominated Mary Longacre for Vice-Chair, which was seconded by Henry Terry, and, absent any other nominations, approved unanimously by roll-call vote. For Secretary, Mary Longacre nominated Lee Saperstein, which was seconded by Henry Terry, and, again, the roll-call vote was unanimously in favor.

3. Development of the Plan. Preliminary discussion of how best to proceed led to questions about available materials that might be reviewed by work group members. Lee Saperstein said that he had some of it in his files and that the rest can be retrieved from the Town's web site. These items, also attached, are "Master Plan Summary" with notes from PLUS and Lee Saperstein, the March 10, 2020, "Draft Statement of Goals and Policies," the NPEDC-approved map of the Town area, and three official items on zoning from Chapter 139 of the Town Code: zoning defined, intensity rules, and the use chart.

Lee Saperstein shared the Master Plan Summary memorandum on the Zoom screen and went through the nine sections of the plan. He noted that section one (1), the statement of goals and policies, would be best written after the following seven sections are developed in draft form and that section nine (9), implementation, would be for the Work Group to seek NPEDC acceptance of the draft report. He also noted that there are seven area plans in addition to the Master Plan on the NPEDC web page. The 'Sconset renewal plan was submitted this fall and approved by the NPEDC. Mary Longacre suggested that the Work Group should be open to presentations from interested parties and those with expertise on the issues.

Mary Anne Easley said that she would like to have more information on zoning, which supported Lee Saperstein's planned distribution of zoning documents. She asked also if it was wise to have a discussion in the work group on zoning in advance of the Master Plan. Mary Longacre responded by noting that

the original zoning in the Town area was substantially Residential-Commercial, RC, which did not have good guidance on use and intensity. The Town's Planning Department has been moving, through Annual Town Meeting, to substitute more appropriate zones, such as Residential Old Historic District, ROH, for RC, where appropriate. She added that the Work Group's suggestions on appropriate zones for sub-areas in the Town would be helpful to PLUS.

Henry Terry and Lee Saperstein felt that a good approach to completing a first, rough draft of the area plan would be to divide into small subcommittees to react to each section individually and then to come together as a committee of the whole to review, amend as needed, and approve the section drafts. They called for volunteers, adding that interest and experience in an area of the plan should direct members' response. This is the result.

2. Land Use: Liz Almodobar and Mary Anne Easley
3. Housing: Marsha Fader and Mickey Rowland
4. Economic Development: Alison King and Mary Longacre
5. Natural and Cultural Resources: Liz Almodobar and Marsha Fader
6. Open Space and Recreation Plan: Mary Anne Easley and Henry Terry
7. Services and Facilities: Regen Horchow and Mickey Rowland
8. Circulation; Mary Longacre and Lee Saperstein

With ten members and seven sections, each needing at least two people, it was clear that most members would need to serve on two sectional subcommittees. The only limitation to subcommittee size was to stay below the quorum number for the work group, which is six people. Henry Terry reminded the group that this first listing was preliminary and was open to amendment, particularly by the two absent members. Members were encouraged to participate in as many sectional subcommittees as they liked. Henry Terry suggested that, if happy with the assignment, subcommittees should start to meet as soon as possible. Lee Saperstein said that he would send out any assignment amendments. He also volunteered to create Zoom meetings if they are needed, although small groups may choose to meet in person.

Henry Terry volunteered to make a Work Group membership list and distribute that to everyone. Lee Saperstein said that he would be happy to distribute agendas of future meetings and any notices that need to go out to the group members.

4. New, Old, and Other Business. Henry Terry asked, before we adjourned, were there any other business that we needed to discuss? Mary Longacre, relating to earlier comments about presentations, asked if we could have a presentation at our next meeting on zoning and, particularly, planned future amendments to zoning. All agreed that it would be a good idea to have someone from the Planning Department, come to speak. Lee Saperstein suggested that the Deputy Director of Planning would be a good choice. Henry Terry agreed to make the invitation.

5. Adjournment. By acclamation, adjournment was called at 5:06 pm.

Lee W. Saperstein, Secretary.

Master Plan Summary – with notes specific to the proposed In-Town Area Plan
10-19-20 Original annotation by PLUS with additional notes by Lee Saperstein

The 2009 Master Plan was intended to be an update of the 1990 *Goals and Objectives for Balanced Growth*, which was a twenty (20) year planning document approved at the 1990 Annual Town Meeting. Many of the concepts in the *Goals and Objectives* remained relevant and carried forward in the Master Plan. A more recent document, the *Comprehensive Community Plan*, was produced by the Nantucket Planning and Economic Development Commission (NP&EDC) between 1995 and 2000, however, it was never adopted by Town Meeting and many of the initiatives became obsolete.

Numerous planning documents have been produced since zoning was adopted by Town Meeting in 1972, however, none of them have been drafted in accordance with Chapter 41, Section 81D of the Massachusetts General Laws, which was adopted by the legislature in 1947 and states in part:

A planning board in any city or town under section eighty-one A shall make a master plan of such city or town or such parts thereof as said board may deem advisable and from time to time may extend or perfect such plan.

Such plan shall be a statement, through text, maps, illustrations or other forms of communication that is designed to provide a basis for decision making regarding the long-term physical development of the municipality.

Although the Planning Board is the only local body required to approve the Master Plan, the plan was reviewed for completeness by the NP&EDC and approved by a unanimous vote of Town Meeting at the April 6, 2009 Annual Town Meeting (Article 26).

The components of the Master Plan, shown below, are largely inter-related as many issues have a ripple effect, creating some cross-over between sections.

1. Goals and Policies Statement
2. Land Use
3. Housing
4. Economic Development
5. Natural and Cultural Resources
6. Open Space and Recreation Plan
7. Services and Facilities
8. Circulation
9. Implementation

The Master Plan is a broad document intended to address issues applying to the entire island. More neighborhood specific, Area Plans, are crafted for certain locations when more detailed direction is needed. Those plans are commissioned and approved by the NP&EDC.

The 2009 Master Plan as well as various Area Plans can be accessed from the following web-page:

<http://records.nantucket-ma.gov/WebLink/Browse.aspx?id=122915&dbid=0&repo=TownofNantucket&cr=1>

On-going implementation of the Master Plan is a town-wide effort with various boards/committees/commissions having responsibility as noted in the Implementation Chart shown as Figure 37. Much of the work needed to update the plan is underway or has been completed, although waiting for final numbers related to the 2020 Census is extremely important since those numbers will impact certain goals and policies.

An important aspect of planning for the future includes the creation of Area Plans. The Area Plans provide a smaller scale and more detailed approach than the larger Master Plan, and they identify specific issues related to the subject area. Each Area Plan is designed to follow the nine elements contained within the Master Plan. Neighborhood residents, business and property owners, members of the NP&EDC, and others as applicable, are included in the workgroup to create or update an Area Plan.

For the In-Town Area Plan, the following member composition is suggested, which should include no more than 9 members:

1-2 Residents

1-2 Inn/Guest House Owners or Operators

4-5 Property Owners

1 Non-Profit with Facilities in the Area (Maria Mitchell, NHA)

1-2 NP&EDC Members

BASIC GUIDELINES FOR AN AREA PLAN INCLUDES SPECIFIC CONCEPTS FOR CONSIDERATION IN AN IN-TOWN AREA PLAN

ELEMENTS OF M.G. L. 41-81D

Goals and Policies Statement: identifies the goals and policies of the municipality for its future growth and development. Each community shall conduct an interactive public process to determine community values, goals, and to identify patterns of development that will be consistent with these goals.

- **The Goal and Policies Statement would be specific to the goals and policies identified for the In-Town Area.**

To be re-written as a summary

Land Use Plan: identifies present land use and designates the proposed distribution, location, and inter-relationship of public and private land uses. This element shall relate the proposed standards of population density and building intensity to the capacity of land available or planned facilities and services. A land use plan map illustrating the land use policies of the municipality shall be included.

- **Rezoning properties in the R-1 district to other districts, likely including a combination of ROH, R-5, and/or R-5L.**

- **Rezoning of large parcels along the west end of Main Street and North Liberty Street.**

Encourage development for affordable housing?

- **Consideration of ROH district standards such as ground cover and height for possible revision.**

Housing: identifies and analyzes existing and forecasted housing needs and objectives including programs for the preservation, improvement and development of housing. This element shall identify policies and strategies to provide a balance of local housing opportunities for all citizens.

- **Identify affordable housing opportunities. See above**

- **Should tertiary dwellings and/or accessory apartments be encouraged? If so where? Could cause parking problems. Discourage?**

- **Duplexes are allowed in R-1. When identifying new zoning districts, consider where duplexes are appropriate. Is there a move to eliminate R-1?**

- **Academy Hill**

Economic Development: identifies policies and strategies for the expansion or stabilization of the local economic base and the promotion of employment opportunities.

- **How does this area connect and integrate with the commercial uses along the edges of the In-Town Area, including the Commercial Downtown District, Commercial Mid-Island (Mid-Island Area Plan), and Commercial Neighborhood (Brant Point Area Plan). 1. Coordination with Commercial Downtown and waterfront is essential. Fishing needs loading/unloading parking.**

- **Consider commercial uses within the area, such as inn and guest houses, and whether areas where those are allowed should be expanded or if alterations to those uses should be applied.**

Also, restaurants and shops. Consider encouraging

return of local shopping in downtown. See parking issues in Circulation.

Natural and Cultural Resources: provides an inventory of the significant natural, cultural and historic resource areas of the municipality, and policies and strategies for the protection and management of such resources and areas.

- **Natural and Cultural Resources located within the In-Town Area include: Old Historic District, Old Mill, Old Gaol, Oldest House, various museums, cemeteries, old roadways and street artifacts, and street trees. Include Cultural District.**

Open Space and Recreation: provides an inventory of recreational and resources and open space areas of the municipality, and policies and strategies for the management and protection of such resources and areas.

- **Open Space Resources located within the In-Town Area include: Lily Pond, Mill Hill/Dead Horse Valley, Goose Pond/Creeks.**

- **Recreation Resources include Open Space Resources, as well as the Senior Center**
Boating is a substantial recreational activity on Nantucket.

Services and Facilities: identifies and analyzes existing and forecasted needs for facilities and services used by the public.

- **Some of these needs may in the In-Town Area may include: additional/improved storm water drainage infrastructure, sewer and water service upgrades, school bus and NRTA service, burying of overhead utilities, improved garbage removal, additional mitigation of flooding associated with sea level rise. Refer to Coastal Resilience plan and suggest preferred water-control facilities.**

Circulation: provides an inventory of existing and proposed circulation and transportation systems.

- **Street and sidewalk improvement, including filling any “gaps” between sidewalks or multi-use paths. See Roads and Right of Way memorandum on sidewalk gaps.**

- **On and off street parking, including the public lots at Silver Street, 37 Washington Street, and the Senior Center. Paid Parking? Parking at new Harbor Place**

- **Private Ways Stop and Shop lot at Straight Wharf.**

- **Stone Alley Path Already recommended for taking. Potential use after taking?**

- **One Way circulation suggested at Five Corners and for Gardner Street.**

Implementation: defines and schedules the specific municipal actions necessary to achieve the objectives of each element of the master plan.

Nantucket Town Area Plan Working Group
DRAFT STATEMENT OF GOALS AND POLICIES
10 March 2020

The Nantucket Town Area is at the heart of Nantucket's cultural and historic district. It is home to churches, hotels, museums, Town government, parks and recreational areas, restaurants, and stores of all sorts. Most importantly, it is the neighborhood of approximately 1500 residents who live in and maintain Nantucket's largest collection of historic homes. Additionally, the Town area includes two ferry terminals, which serve as the entry point to Nantucket for all vehicles, as well as residents and visitors, including day tourists, who arrive as ferry deck passengers. The fast ferries have displaced air travel for rapid commuting to Nantucket.

The Town Area faces many planning challenges in the future, both near and far. The Executive Committee of the Nantucket Town Association endorsed enthusiastically the development of an area plan so that the year-round residents of the Town could have their own plan as well as documented input into the Master Plan. This draft of the Goals and Policies is only a starting point that is expected to be expanded as the planning process ensues.

The area plan seeks to maintain vitality in the Town Area while protecting its historic resources. The Town Area is not a vitrified museum, yet life in the Town should respect its history. Residential life should be protected. Considering land use, many portions of the Town are built out to capacity. Wilkes Square/Harbor Place, however, presents an opportunity to create commercial and residential structures, along with open-space and waterfront amenities; the plan discusses Wilkes Square/Harbor Place and its links to other plan elements such as housing, economic development, services and facilities, parking, and circulation.

The Town Area contains the earliest laid-out streets, the Wesco Lots, on Nantucket; most of them are lined with residences and the occasional inn or boarding house. For housing, the Town Area Plan gives guidance on the protection of amenities on these streets. The plan provides encouragement to the year-round services that enhance these amenities: supermarket, pharmacy, hairdresser, clothing store, banks, and insurance agencies, among others. It also suggests ways to encourage year-round shopping.

The Town Area encompasses Nantucket's cultural district. The plan supports this district and encourages further opportunities for its enjoyment. The waterfront is the Town's greatest natural feature yet protection from storms and tidal surges must be provided. The plan encourages natural or visually sympathetic structures to protect low-lying Town districts such as filled tidal lands.

The Town is the hub of Nantucket's transportation system. Ferry terminals are not linked well to the NRTA transportation hub; taxis take up parking space in the downtown shoppers' parking lot, as do people dropping off or picking up passengers from the HyLine. The Town has insufficient parking for cars in the summer time. The area plan looks at both enhancing the supply of parking spaces and limiting demand for parking. As mentioned, Wilkes Square/Harbor Place presents an opportunity for more parking spaces and various forms of paid parking, including off-site lots, can be used to limit demand.

Nantucket Zones Defined

A.

Town Overlay District Residential.

[Amended 4-6-2015 ATM by Art. 47, AG approval 8-5-2015]

District	Abbreviation
Residential Old Historic	ROH
Residential-1	R-1
Residential-5	R-5
Residential-5 Limited	R-5L
Residential-10	R-10
Residential-10 Limited	R-10L
Residential-20	R-20
Residential 40	R-40

B.

Country Overlay District Residential.

District	Abbreviation
Sconset Old Historic	SOH
Sconset Residential-1	SR-1
Sconset Residential-10	SR-10
Sconset Residential-2	SR-20
Village Residential	VR
Limited Use General 1	LUG-1
Limited Use General 2	LUG-2

District	Abbreviation
Limited Use General 3	LUG-3

C.

Town Overlay District Commercial.

[Amended 11-6-2017 STM by Art. 19, AG approval 2-26-2018]

District	Abbreviation
Residential Commercial	RC
Residential Commercial 2	RC-2
Commercial Downtown	CDT
Commercial-Mid-Island	CMI*
Commercial-Neighborhood	CN*
Commercial Trade, Entrepreneurship and Craft	CTEC*
Commercial Industrial	CI*

D.

Country Overlay District Commercial.

District	Abbreviation
Village Neighborhood	VN
Village Trade, Entrepreneurship and Craft	VTEC

E.

Special districts.

[Amended 4-6-2015 ATM by Art. 64, AG approval 8-5-2015]

District	Abbreviation
Moorlands Management	MMD
Special Our Island Home	OIH

District	Abbreviation
Assisted/Independent Living Community District	ALC

F.

Overlay districts.

[Amended 4-2-2013 ATM by Art. 30, AG approval 7-26-2013; 4-6-2015 ATM by Art. 70, AG approval 8-5-2015; 4-1-2019 ATM by Art. 62, AG approval 8-6-2019]

District	Abbreviation
Public Wellhead Recharge	PWR
Flood Hazard	FHD
Mid-Island Planned	MIPOD
Country	COD
Town	TOD
Formula Business Exclusion	FBED
Harbor	HOD
Village Height	VHOD
Nantucket Cottage Hospital Overlay District	NCHOD
Solar Energy Overlay District	SEOD

Nantucket Zones with Intensity Rules

Yard Setback					
District Defined in § 139-3	Minimum Lot Size (square feet)	Front (feet)	Side/Rear (feet)**	Frontage (feet)*	Group Coverage Ratio
LUG-1	40,000	35	10	100	7%
LUG-2	80,000	35	15	150	4%
LUG-3	120,000	35	20	200	3%
R-1	5,000	10	5	50	30%
R-5	5,000	10	Side: 10 minimum on one side; 5 thereafter Rear: 5	50	40%
R-5L	5,000	10	Side: 10 minimum on one side; 5 thereafter Rear: 5	50	30%
R-10	10,000	20	10	75	25%
SR-10	10,000	15	5	75	25%
SR-20	20,000	30	10	75	12.5%
V-R	20,000	20	10	100	10.0%
R-20	20,000	30	10	75	12.5%
R-40	40,000	30	10	75	10.0%
ROH/SOH	5,000	None	5	50	40% R 50% S
CDT	3,750	None	Side: none Rear: 5	35	75%
RC	5,000	None	5	50	50%
RC-2	5,000	10	5	40	50%
CMI	5,000	None	None	50	50%

ZONING

139 Attachment 2

Town of Nantucket Use Chart (See § 139-7A.)

[Amended 4-6-2009 ATM by Art. 27, AG approval 8-10-2009; 4-4-2011 ATM by Arts. 58 and 61, AG approval 9-15-2011; 3-31-2012 ATM by Art. 47, AG approval 7-12-2012;
4-2-2013 ATM by Art. 30, AG approval 7-26-2013; 4-5-2014 ATM by Art. 67, AG approval 5-7-2014; 4-6-2015 ATM by Arts. 44, 47, 61, 62, 64, AG approval 8-5-2015;
11-9-2015 STM by Art. 2, AG approval 12-29-2015; 4-2-2016 ATM by Art. 36, 52, AG approval 7-12-2016; 4-1-2017 ATM by Art. 69, AG approval 5-31-2017; 11-6-2017 STM by Arts. 2, 19, 21, AG approval 2-26-2018; 10-10-
2018 STM by Art. 2, AG approval 5-8-2019; 4-1-2019 ATM by Art. 49, AG approval 8-6-2019]

A = Accessory Use as defined in § 139-15
FBED = Formula Business Exclusion District
N = No
SP = Special Permit issued by Zoning Board of Appeals, unless the Planning Board is designated as the special permit granting authority pursuant to another section of this chapter.
Y = Yes

	Use	Town Residential Districts						Town Commercial Districts						Country Residential Districts					Country Commercial Districts		
		R-1 SR-1	ROH SOH	R-5 R-5L	R-10 R-10L SR-10	R-20 SR-20	R-40	CDT	CM1	CN	CTEC	CI	RC	RC-2	V-R	LUG-1	LUG-2	LUG-3	MMD	VN	VTEC
Residential	Primary dwelling	Y	Y	Y	Y	Y	Y	A	A	A	Y	N	Y	Y	Y	Y	Y	Y	Y	A	A
	Secondary dwelling	Y	Y	Y SP R-5L	Y SP R-10L	Y	Y	Y	N	N	N	N	Y	Y	Y	Y	Y	Y	N	N	N
	Accessory dwelling	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y
	Tertiary dwelling	N	N	Y R-5 N R-5L	Y R-10 N R-10L N SR-10	Y R-20 N SR-20	Y	N	N	N	N	N	N	N	N	Y	Y	Y	N	N	N
	Apartment	N	N	N	N	N	N	Y	Y	Y	Y	SP	N	N	N	N	N	N	N	N	N
	Apartment building	N	N	N	N	N	N	N	SP	SP	N	N	N	N	N	N	N	N	N	SP	N
	Tiny house unit	N	N	Y R-5 N R-5L	Y R-10 N R-10L N SR-10	Y R-20 N SR-20	Y	N	N	N	N	N	N	N	N	Y	Y	Y	N	N	N
	Garage apartment	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
	Duplex	Y R-1 N SR-1	N	Y R-5 N R-5L	Y R-10 N R-10L N SR-10	N	N	Y	Y	A	Y	N	Y	Y	N	N	N	N	N	N	N
	Workforce rental community	N	N	N	N	N	N	N	SP	SP	N	N	N	N	N	N	N	N	N	N	N
	Elder housing facilities	SP	SP	SP	SP	SP	SP	N	SP	SP	N	N	SP	SP	SP	SP	SP	SP	N	N	N
	Studio	A	A	A	A	A	A	Y	Y	Y	Y	Y	Y	Y	A	A	A	A	A	Y	Y
	Garage - residential	A/SP	A/SP	A/SP	A/SP	A/SP	A/SP	N	N	A	A	N	A	A	A/SP	A	A	A/SP	A	A	A
	Shed	A	A	A	A	A	A	N	N	A	A	A	A	A	A	A	A	A/SP	A	A	A
	Outbuildings – other	A	A	Y	Y	A	A	N	N	A	A	A	A	A	A	A	A	A/SP	A	A	A
Swimming pool - residential	A	N	A	A	A	A	A	A	A	A	N	A	A	SP	A	A	A	SP	A	A	
Home occupations	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	