

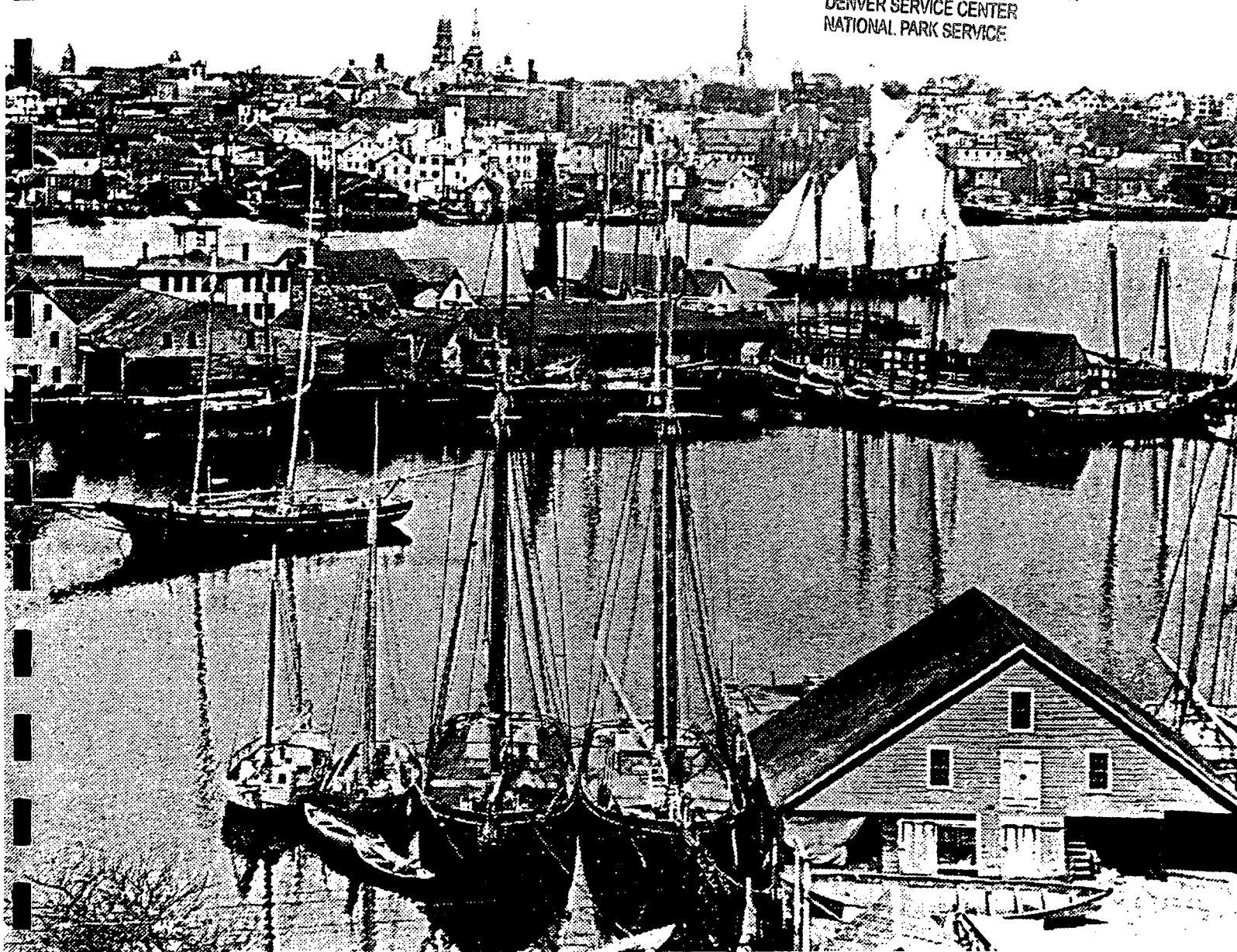
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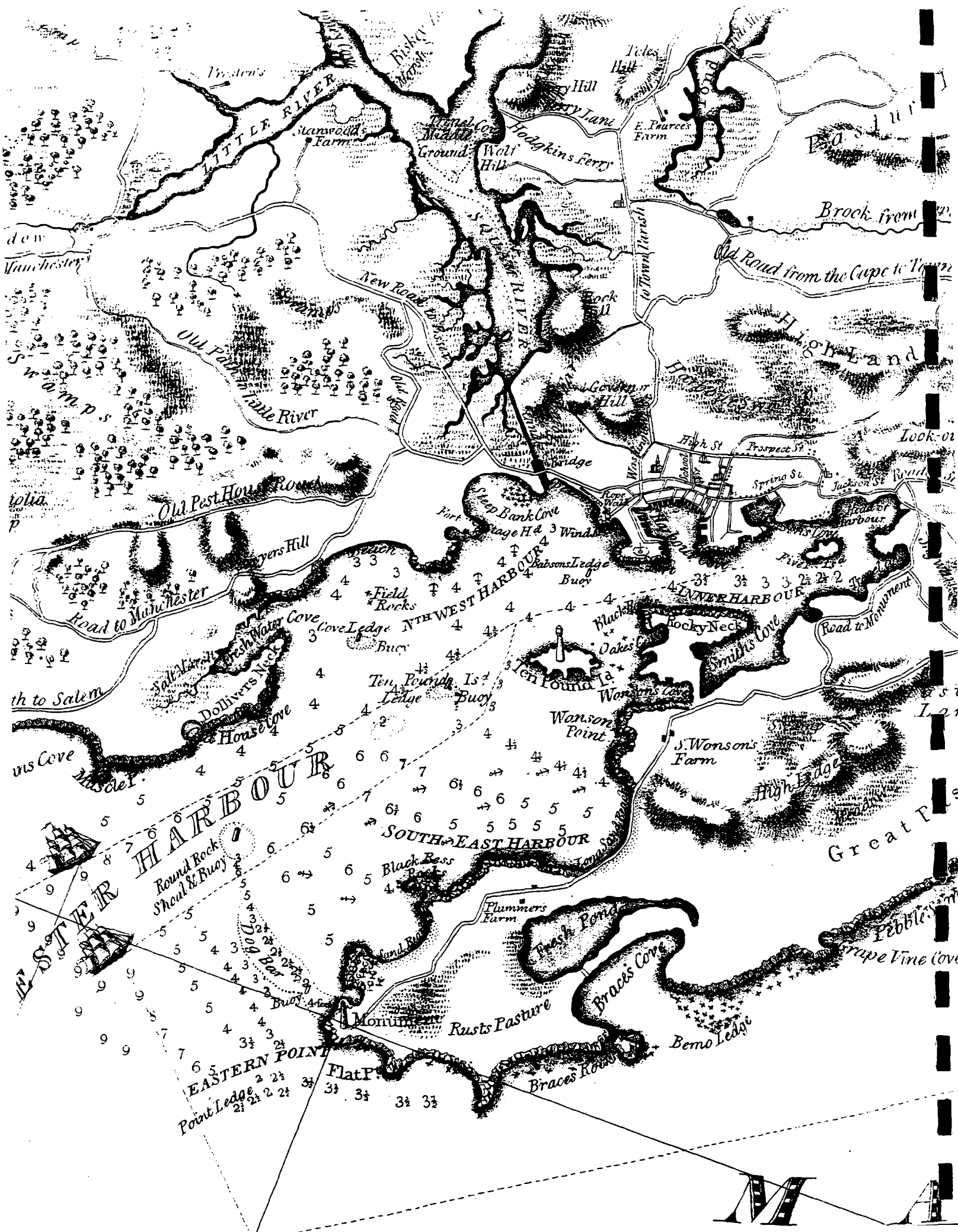
Special Resource Study

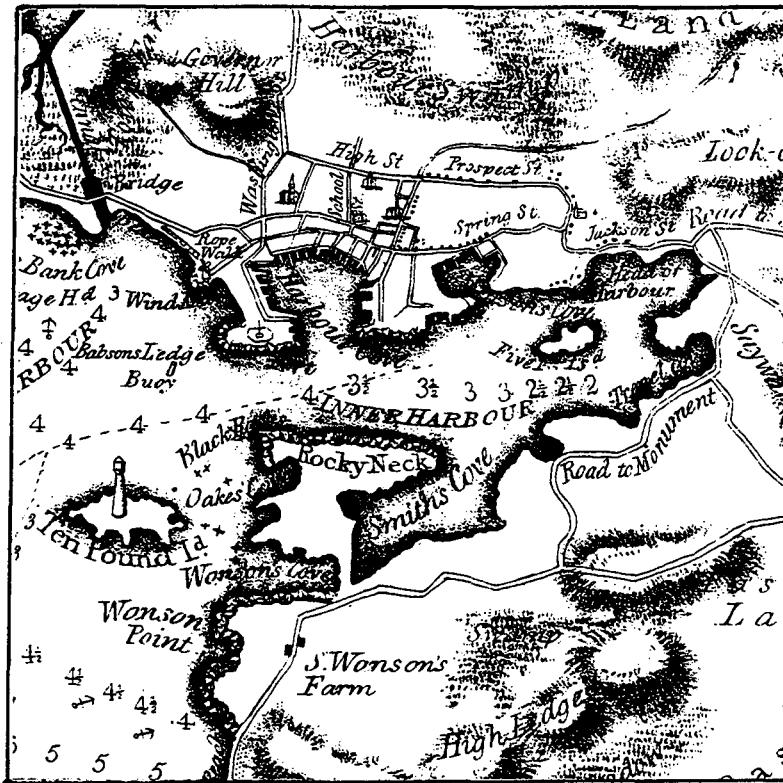
Gloucester, Massachusetts

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SPECIAL RESOURCE STUDY Gloucester, Massachusetts

September 1994



Prepared by
Division of Planning
North Atlantic Regional Office
National Park Service, Boston, Massachusetts

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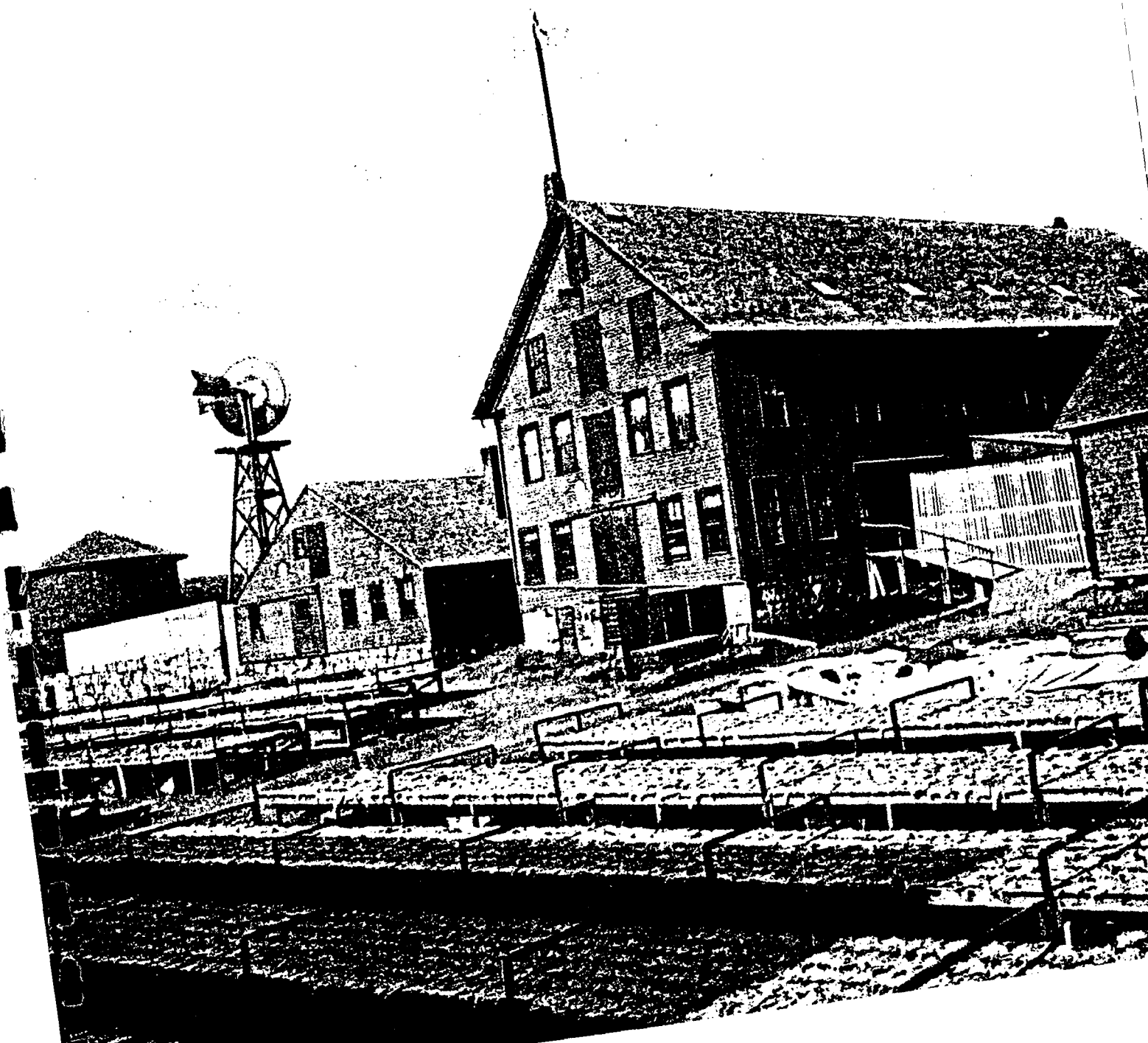
PHOTOGRAPHS

The historic photographs reproduced on section dividers are from the
Gordon Thomas collection at the Cape Ann Historical Association.

Cover: Gloucester Harbor, 1904. *Frontispiece*: John Mason Map of 1831, (detail)



I. Study Summary



STUDY SUMMARY

The North Atlantic Regional Office of the National Park Service (NPS) conducted this Special Resource Study to assess the national significance of resources associated with the history of commercial fishing in Gloucester, Mass., and to determine the suitability and feasibility of establishing a unit of the National Park System in Gloucester. The study suggests local strategies for the preservation and interpretation of Gloucester's fisheries heritage, those material and non-material resources that reflect the city's fishing history. The resources range from surviving vessels and pier structures to fishing skills, marine paintings, and community customs.

The Special Resource Study found Gloucester Harbor to be an outstanding example of an American fishing port, one that vividly tells the story of America's oldest industry--commercial fishing. The harbor offers superlative opportunities to discover and to teach the history of an industry, its people, and the nation's use of an important natural resource, fish. While much of the historic fabric from the period of peak significance has been lost to 20th-century modernization, as one would expect in any industrial landscape, ample documentation remains to illustrate this history. Furthermore, the traditional activity of fishing that has survived in Gloucester Harbor for over three and a half centuries continues to demonstrate the city's age-old reliance on the sea.

Due to the steady depletion of fish stocks in recent decades and the resulting decline of the fishing industry, the remaining evidence of Gloucester's 19th and early 20th century fisheries may be gone by the beginning of the 21st century. Both the material resources--vessels, gear, sites, and structures--and the non-material resources--community customs, traditional skills, and the pursuit of fishing as a way of life--are very much at risk in Gloucester.

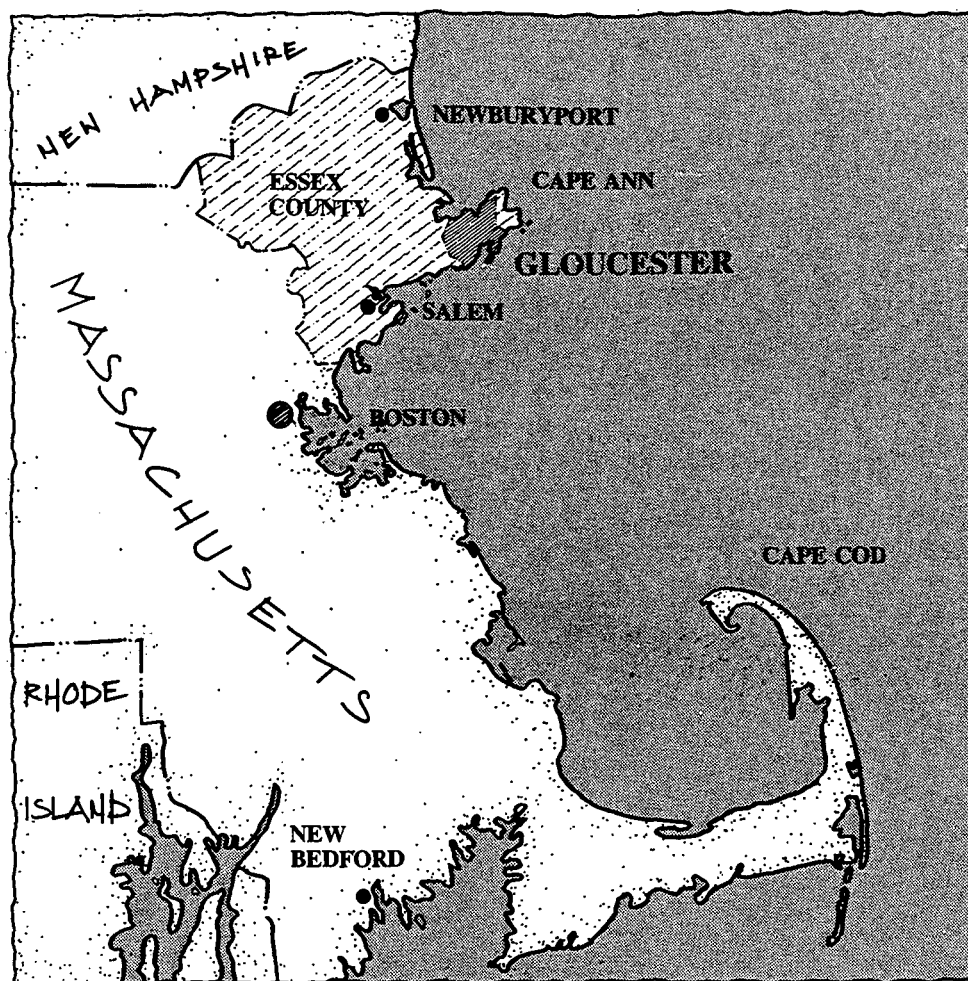
Gloucester Harbor possesses national significance as a true and accurate example of an evolving American fishing port. Probably no other port is so closely identified with commercial fishing as Gloucester. There appear to be no other ports in the United States that do an adequate job of preserving and interpreting the heritage of commercial fishing. The story of the American fishing industry is an important and compelling one that should be shared with the broadest possible audience. The cultural resources that represent this story in Gloucester are increasingly at risk as the 20th century draws to a close.

The pride, resourcefulness, and self determination that sustained more than 300 years of fishing is still alive in Gloucester today. Gloucester citizens are justifiably protective of their livelihoods and their way of life. Because of the perceived impact of a National Park Service presence on the character of the community, and of tourism-related development on fishing operations in the harbor, the establishment of a traditional national park unit in Gloucester is considered unfeasible at this time.

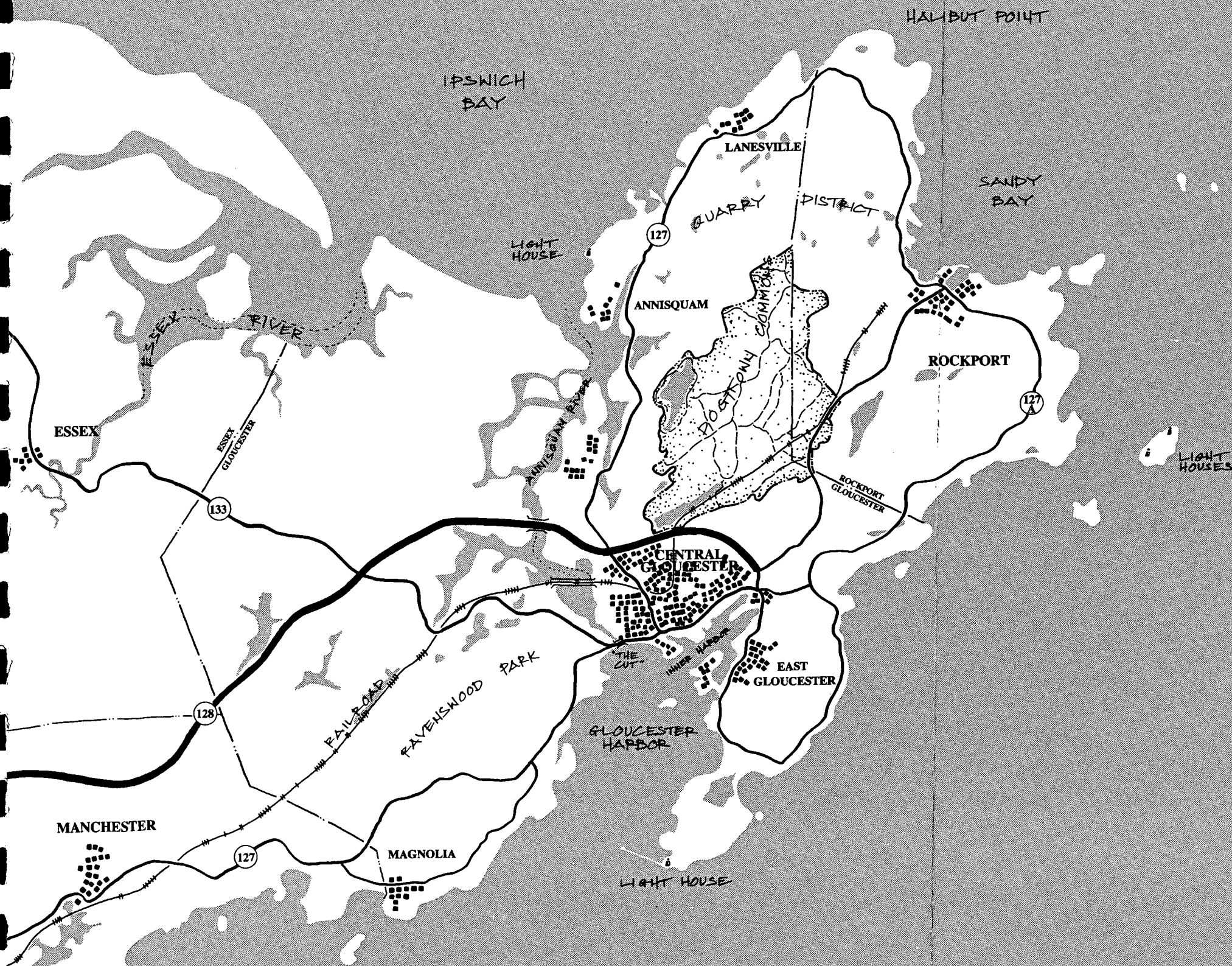
A careful strategy to preserve and interpret Gloucester's fisheries heritage should be initiated and controlled by the community itself. The Gloucester community has the talent, the energy, and the will to do an outstanding job. However, outside technical assistance may be crucial to the

success of local heritage efforts. Technical assistance might potentially be provided through various means, including the Essex Heritage Project, a heritage-area concept that is currently under consideration for the county in which Gloucester is located and the National Maritime Heritage Act of 1994 which provides funding for education and preservation activities (see Appendix 8).

The balance of this report is devoted to an assessment of the history and resources associated with the fishing industry in Gloucester Harbor, as well as a description of local initiatives that could help preserve and interpret these resources for future generations.



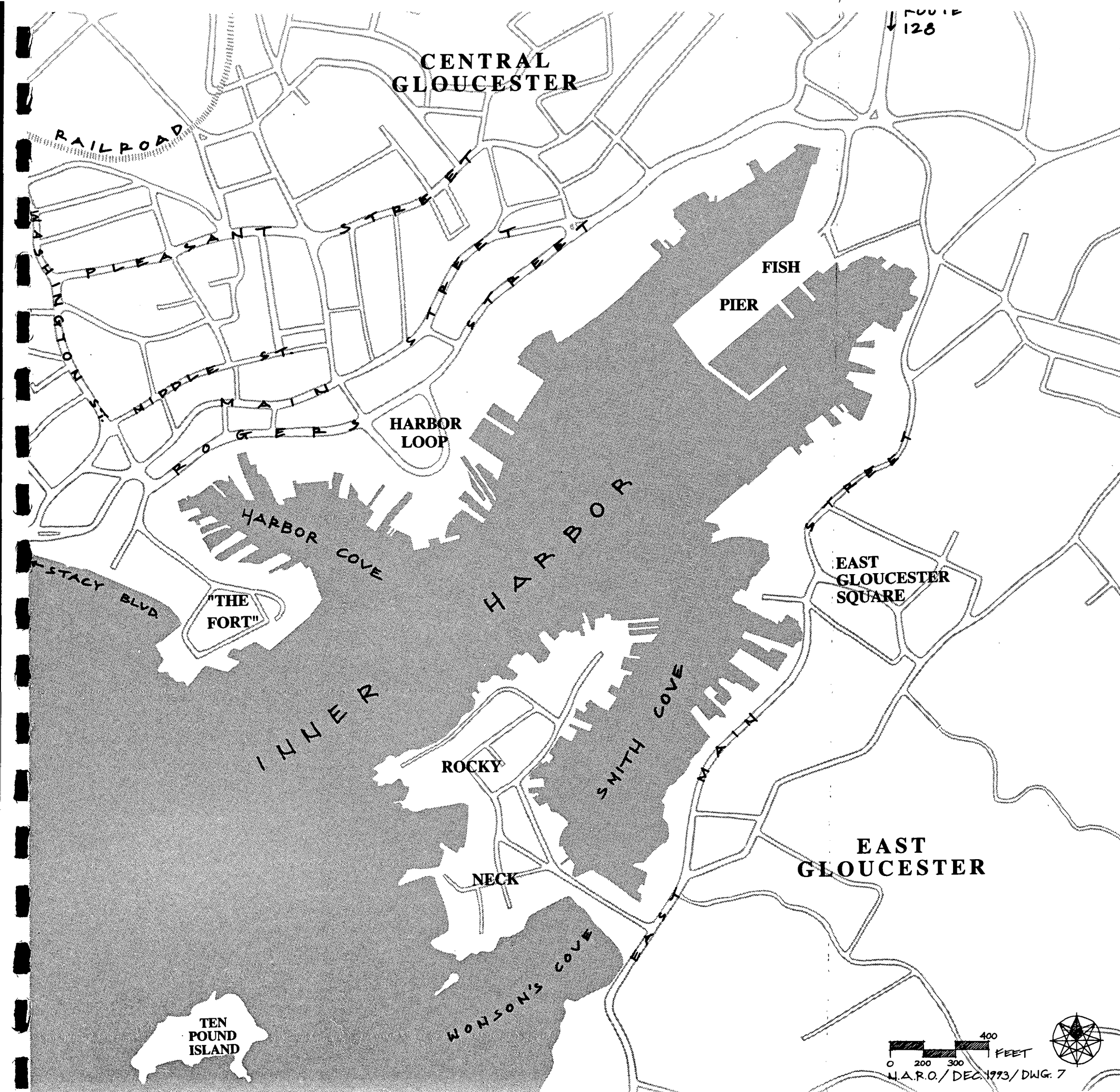
Location Map



Gloucester
and
Vicinity



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Gloucester's
Inner Harbor

II. Background



BACKGROUND

Study Purpose

Recognizing that an important piece of American heritage--in fact, a way of life--was at risk, the United States Congress in 1992 authorized the National Park Service to undertake a Special Resource Study (SRS) to assess the cultural resources of Gloucester, and to suggest ways in which these resources might be protected by local, state, and federal management efforts. In response to Public law 102-154 (1992 Interior Appropriations Act) the Division of Planning of the North Atlantic Regional Office of the National Park Service, together with its community partners, conducted a Special Resource Study and produced this report summarizing the results.

The planning process was intended to provide the community with valuable information about its maritime resources and to identify local management strategies and initiatives that could help to preserve and interpret those resources for the benefit of future generations. Another important objective was to provide to Congress information for consideration in deciding whether the National Park Service should be involved in the ongoing protection and management of Gloucester's historic maritime resources. A Memorandum of Understanding broadly outlining these elements was signed in September 1992 by representatives of the City of Gloucester, the Cape Ann Maritime Alliance, the Massachusetts Historical Commission, and the National Park Service, North Atlantic Regional Office. Thirteen members of the Gloucester community formed a core study group to advise the National Park Service and have worked diligently to ensure the usefulness and accuracy of this study. Their input and energy has been extremely helpful throughout this process. (Appendix 9 lists the primary contributors to this study.)

Background and issues

Gloucester, Mass., is known to many Americans as the historic home of the New England fisheries. The "Man-at-the-Wheel," the statue of a Gloucester fisherman facing out to sea, is a symbol recognized throughout the country and its location is the first stop for most visitors. Gloucester's deep-water harbor, ringed by piers and framed by densely settled hills, has protected the fishing fleet for over three and a half centuries, and is the epitome of the New England fishing port.



Figure 1 Man At The Wheel statue

Located some 30 miles from Boston, the center of the New England fish market, and a day's sail from George's Bank, one of the most productive fishing grounds in the world, Gloucester was well positioned from the outset to supply the needs of a growing nation. The expansion of Gloucester's fishing industry was accelerated in the mid-19th century by the establishment of rail links to Boston and beyond. By the end of that century, Gloucester had become the dominant force in American fisheries and remained so well into the 20th century.

However, a long and uneven period of decline in the Gloucester fisheries began following World War II. This fall from dominance was due in part to more efficient technologies that resulted in over-fishing and decreased fish stocks, and also to increasing international competition, through the importation of frozen fish. The effects of this decline on Gloucester are evident today in the vacated spaces and crumbling infrastructure of the harbor. Despite the recent provision of new berths and services at the massive State Fish Pier, the decline in available fish and the forced reduction in catch imposed by the National Marine Fisheries Service may cause the industry to shrink and/or shift its fishing efforts over the next five to ten years. If fish stocks rebound in the future, so could the industry, but it will be as one transformed by new scales of operation, new equipment, and new techniques. The traditional ways of the 20th century will have vanished.

As the city's fortunes have waned along with those of its primary industry, Gloucester has increasingly looked toward economic diversification. A more diverse economy, it is thought, would help Gloucester weather the cyclical declines in the fishing industry. Tourism, which has been part of the Gloucester business mix since the arrival of the first train in 1849, is seen by

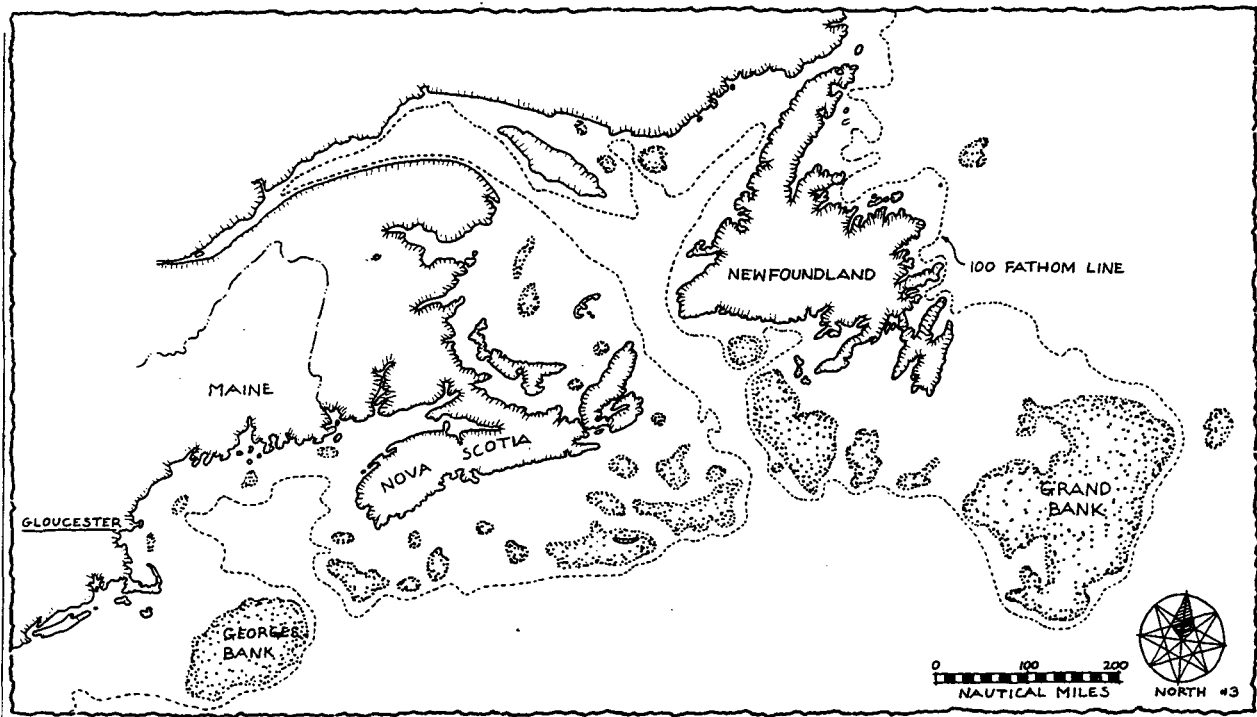


Figure 2 North Atlantic Fishing Grounds

some as a promising area of economic growth. Gloucester's attractive Main Street is a great asset to the community but clearly needs more customers to prosper. Increased visitation could inject new life into the shops and restaurants along this historic spine, two blocks from the harbor's edge.

Tourism is seen by others as an activity that could displace the weakened fishing industry from the older parts of the harbor and negatively transform the character of the community. Many Gloucester fishermen are familiar with some of the impacts of unmanaged growth on seaside communities from Florida to Maine. Two central questions emerged early in this study: "Can increased visitation, with its attendant development pressures, be managed so as not to adversely impact the fishing industry or erode the character of this place?" and "How can heritage tourism support the true heritage of Gloucester, its traditions of fishing and qualities of place?" Visitors come to Gloucester today for a taste of the real thing, to experience an authentic New England fishing port. If by the increased presence of visitors those very qualities that define Gloucester were to be eroded, the very purpose of coming there would be defeated. Clearly then, a more welcoming policy towards visitors must be balanced in planning by measures to protect the resource itself.

There are ways of reducing or avoiding negative impacts on working waterfronts while reaping the benefits of heritage tourism for the rest of the service economy. (Some of these are discussed further on in this report and in the Urban Harbors Institute report, Gloucester Harbor: Land Use and Economics). Any strategy for preserving Gloucester's fisheries heritage and promoting visitation must be developed within the context of an over all-harbor use policy, however.

In large part, this Special Resource Study has been overshadowed by events occurring within the Gloucester fishing industry and undermined by distrust of any actions having to do with the working waterfront. The competing needs for harbor space today and in the near future must be recognized and a clear policy to balance and resolve those competing needs to be developed. Until such a policy is in place, any fisheries heritage initiatives having to do specifically with the harbor--whether they be maritime trails, visitor centers, or fisheries exhibits--will meet with distrust.

While formulating harbor-use policies and maritime industrial-development strategies, the community should not overlook the potential contribution of heritage tourism to the fishing industry. Today, more than ever, the fishing industry needs broad support as it goes through this period of adjustment. It also needs to promote new products to new customers. Clearly, it would be good public relations for the fishing community to share its story with the broadest possible public.

In addition to being a major commercial fishing port, Gloucester is the whale-watch capital of the eastern seaboard. The interest and sympathy of tens of thousands of Americans have been mobilized over the years to help "Save the Whale." One might ask who is going to help "Save the Commercial Fisherman." This nation honors and supports its family farmers in their

struggle to survive. Do we do the same for fishermen? Do we even know who they are and what contributions they have made over the generations? Unfortunately, for the vast majority of Americans, the answer is "no." The Gloucester fishing community has an opportunity--some would say a responsibility--to share its story with the American public. Its members must decide whether this community has more to gain than to lose by doing so.

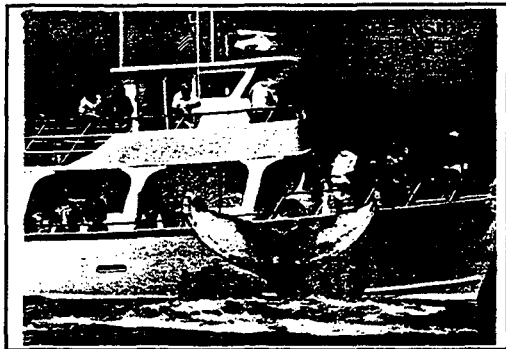


Figure 3 Whale Watch

Issues of economy and visitation aside, an important chapter in the history of the American fishing industry is ending as the century draws to a close. If nothing is done to preserve the legacy of this era, much will be lost--the traditions and stories as well as the sites and artifacts of 20th century fishing. This would be a loss not only to Gloucester's fishermen and families, but also to the wider Gloucester community whose very character was formed by the fisheries. It would be a loss as well to the nation as a whole, whose very first industry began and prospered here on the shores of New England.

Methodology

Special Resource Studies are prepared in order to determine if an area is nationally significant, suitable, and feasible and therefore eligible for inclusion in the National Park System. For a resource to be nationally significant four criteria must be met: 1.) It must be an outstanding example of a particular type of resource; 2.) it must possess exceptional value in illustrating the cultural themes of our national heritage; 3.) it must offer superlative opportunities for public enjoyment or for scientific study; and 4.) it must be relatively unspoiled and retain a high degree of physical integrity.

To be determined suitable, a cultural resource would normally represent an historical theme that is not already protected and presented by the National Park System or by other land-managing entities. This is fundamentally a comparative process that helps to assess the relative interpretive potential of resources. It also provides an opportunity to explore the various methods of preservation and interpretation utilized at other sites with similar themes.

For a potential new unit to be feasible, several interrelated criteria must be met, including an infrastructure able to support visitation without degradation of the resource, reasonable administration and acquisition costs (if any acquisition is contemplated), and, most importantly, community involvement and support. An assessment of current and future threats to the resource, should no action be taken, also is made. Consideration is also given to alternative methods by which resources, even if they meet the national criteria, might be protected through entities other than the NPS. Resource areas that fail to meet the three tests of national

significance, suitability, and feasibility may still be regionally distinctive and alternative methods to preserve them without National Park Service involvement are often explored.

In the case of Gloucester, other cultural and natural resources besides those relating to fisheries suggest at least two other strong subthemes. They are *coastal quarrying* and *American landscape & marine painting*. Both are fascinating subjects with rich resources which should be preserved and interpreted in their own right. (See Appendix 2 for a further discussion of these two subthemes.)



Figure 4 Dorymates hauling halibut (Goode's Fisheries)

Special Planning Initiatives

As part of the Special Resource Study in Gloucester several special planning initiatives were undertaken to assist the community in developing its own strategies for preserving its fisheries heritage:

Harvard Studio

The National Park Service sponsored a joint architecture/land-design studio with the Harvard Graduate School of Design to study the Gloucester waterfront. This was part of the effort to develop a preservation strategy in an evolving environment. The objective of this studio was to answer the question: "How might Gloucester adapt to change while preserving its fishing heritage and authentic character?"

In the course of programming new facilities for the city, choosing development sites, and designing civic spaces and buildings, the students responded to the special nature of Gloucester.

They demonstrated that Gloucester can continue to grow and adapt to modern needs without sacrificing its historic fabric or losing its sense of place. Indeed, as could be seen in the room-sized city model that the students produced, most of the 21 design projects captured the maritime spirit of Gloucester and served to knit the city together at key points. The downtown was physically linked to the waterfront by new pathways, bridges, and parks; the train station was visually linked to City Hall; the residential neighborhoods were connected by new paths to the harbor; and the waterfront, old and new, was tied together from one end to the other by a maritime trail system, both on land and on water. A final report, Gloucester, Massachusetts - Alternative Futures, was produced and currently is available at the Sawyer Free Library or at the Cape Ann Historical Association in downtown Gloucester. (A summary of that report is included in appendix 4).

Multi-property National Register Nomination

With partial funding from National Park Service, the Massachusetts Historical Commission and the City of Gloucester are currently undertaking a multi-property nomination of eligible buildings, districts, sites, structures, and objects to the National Register of Historic Places (NRHP). The background research is being organized around several historic themes focusing on different districts in Gloucester. These include the history of the fishing industry in Harbor Cove and along the East Gloucester shore, the history of marine painting on Rocky Neck, the history of summer colonies on Eastern Point, and the history of quarries in north Gloucester.

Although that historic research has benefited this study, it was conducted for a specific reason--establishing National Register historic districts. These districts are not park units and are not administered by the National Park Service. National Register designation qualifies historic areas for preservation assistance of various types and protects them from the adverse effects of any federally funded actions (e.g., road construction). It does not constrain the freedom of individual property owners in any way. This ambitious undertaking is the first community-wide multi-property nomination within the Commonwealth of Massachusetts. Full nomination forms and detailed background research will be available for public review on a district-by-district basis as they are completed.

Harbor Lecture Series

To assess the suitability of including Gloucester in the National Park System and to learn from other communities that have striven to balance preservation goals with increased visitation, the National Park Service sponsored a six-part Harbor Lecture Series at the O'Malley School in Gloucester in the Spring of 1993.

Invited speakers shared case studies from coastal communities along the eastern seaboard, primarily ports in Maine, Nantucket and New Bedford, Mass., Smith Island, Md., Manteo, N.C., and Marathon, Fla. National Park Service speakers included Kevin Foster, maritime historian, who discussed Gloucester in the context of the nation's maritime history and Andy Kardos, chief of interpretation at Harpers Ferry Interpretive Center, who discussed community based interpretive efforts.

The series ended with an open discussion between the Gloucester study group and the public in an effort to summarize what information had been attained through the series and how it might relate to Gloucester. (The guest speakers and a brief synopsis of their comments are included in Appendix 1).

Urban Harbors Institute Study:

To help assess the potential land-use impacts of heritage tourism upon the City of Gloucester, the Urban Harbors Institute at the University of Massachusetts was hired to conduct a survey and analysis of land use and economic activity on the waterfront. Included in the study is an inventory of Gloucester's waterfront property, facilities, and infrastructure, an assessment of trends in waterfront usage, a regulatory analysis, a profile of the processing sector of the fishing industry, and an examination of the link between visitation to Gloucester and the fishing industry. The results of the study are summarized in the Urban Harbors report: Gloucester Harbor: Land Use and Economics Study (appendix 5).

It became increasingly clear to persons involved in the study that it would be difficult, if not impossible, to separate from a discussion of harbor preservation issues the larger discussion of economic and land-use issues. How the harbor is to be used in the future will have a direct impact on the traditional uses and historic infrastructure of the harbor. The lengthy and heated debate over fisheries management has, to some extent, prevented a meaningful discussion of harbor use. Such a discussion is clearly needed and the Urban Harbors Report provides the background for it.

There is much at stake in Gloucester Harbor. New and incompatible uses could displace and prevent fishing companies from returning to portions of the harbor, such as Smith Cove or Harbor Cove. Loss of access to Harbor Cove would be a severe blow not only to the Gloucester fishing community, but also to the thousands of visitors who each year come there to see the fleet at work.

On the other hand, without additional investment that could be made possible by new business, the historic fabric of the finger piers could continue to decay, becoming more vulnerable to fire, storm damage, and eventual abandonment. This process is already occurring in the Harbor Cove area, where the charred remains of several piers can be seen. If this trend of decay continues, there may be little left for the fishing industry to return to, should it make a comeback.

In either of the above scenarios, a valuable cultural resource is lost--the presence of the traditional fishing fleet in the first, and the very fabric of the docks and Harbor structures in the second. It may be possible to avoid these destructive extremes through a carefully conceived and managed harbor plan--one that encourages investment in the harbor while preserving a balance of traditional uses and historic infrastructure. If the port's land-use history teaches us anything, it is that the harbor is a complex and dynamic environment that has never ceased evolving to meet new maritime needs. Preservation of selected historic resources and interpretation of Gloucester's history can and should be part of this forward-looking process.



III. Site Description





SITE DESCRIPTION

Regional and Cultural Geography

Gloucester and her ocean-side neighbor, Rockport--which seceded from Gloucester in 1840--form the rugged peninsula of Cape Ann that juts two miles out into the Atlantic. Water and stone define the City of Gloucester. Its landscape is one of rock hills, some higher than 200 feet, with massive granite ledges, rocky fields, and broad marshlands. The town, nearly 27 square miles in extent, is bounded on three sides by the ocean and divided approximately in half by the Annisquam and Little Rivers. Manchester and the ship-building settlement of Essex lie to the west. Rockport lies to the east, forming the outer half of Cape Ann (see regional context map).

Because of its poor soil and rugged topography, Cape Ann was settled not in any one central location but in a series of separate villages clustered around coves along the coast. This decentralized but compact settlement pattern persists today, with nearly two thirds of Gloucester's land area remaining undeveloped. Since they were separated from one another, each village in Gloucester developed its own social, economic, and physical character. For example, Annisquam, the earliest permanent settlement on Cape Ann, offered ample shelter to a fishing fleet at the mouth of the Annisquam River. Lanesville, just up the coast, became the home of a vibrant Finnish community as quarrying operations expanded in the late 19th century. The extent and depth of Gloucester Harbor on the south side of the Cape gave Harbor Village (Downtown Gloucester) a distinct advantage over the other villages. Two hills connected by narrow peninsulas to the mainland guarded the mouth of the harbor, providing ample protection from winter storms. One, Rocky Neck, is considered to have been the site of America's oldest art colony. The other was known as "The Fort," so-called because of the pre-Revolutionary fortifications that crowned its peak.

The series of hills surrounding the harbor were settled by various ethnic groups. Starting in the early to mid-19th century, the original Yankees were joined by settlers from the Canadian Maritimes, by the Boston Irish, and by the Portuguese (many from the rugged Azores Islands) who came to work in the expanding fishing fleet. The Portuguese fishermen prospered and dominated the Gloucester fisheries for three generations in the later half of the nineteenth century. They built a church at the base of "Portuguese Hill" in 1889 and named it Our Lady of Good Voyage, Shrine of the Fishermen. Patterned

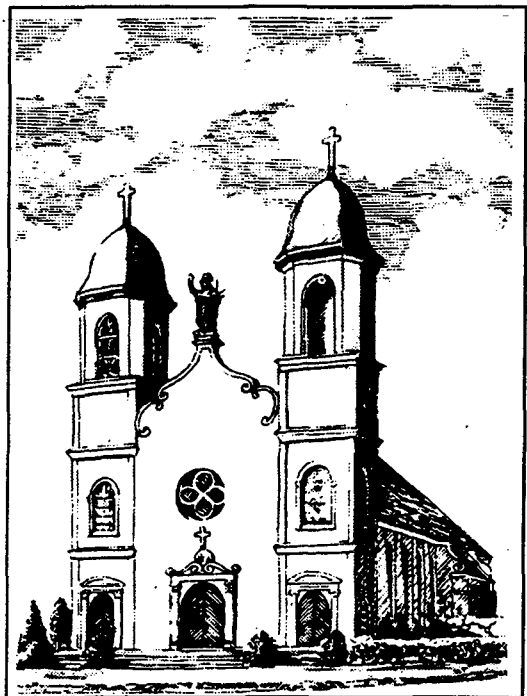


Figure 5 Our Lady Of Good Voyage Church, (Church pamphlet)

after churches in the Azores the second church building to be built on the site at the foot of Portuguese Hill still stands. Its roof is crowned by a lighted statue of Our Lady of Good Voyage cradling a ship in her arms which has served as a navigational marker to generations of Gloucester fishermen navigating their way home. Early in the 20th century, Italians arrived from Sicily via Boston's North End, and in a matter of decades came to dominate the fishing industry in Gloucester. Sicilian is spoken on many of the fishing boats today and can still be heard in the streets of Gloucester. The annual St. Peter's fiesta and blessing of the fleet, which each year transforms the city, was begun by the Italian community in 1926.

The population of Gloucester has remained steady at between 26,000 and 28,000 people for close to a century. Many of the citizens of Gloucester are members of distinct ethnic groups. In 1990 Italians comprised 32 percent of the population, Portuguese 18 percent, Irish 10 percent and other groups such as the Finnish and the Greeks, less than 10 percent (1990 Gloucester Community Development Plan). With over 8 percent of her current population having immigrated from a foreign land, Gloucester has traditionally been, and today remains, a gateway to America. For a city of its size, given the mix of older Yankee stock and numerous distinct ethnic groups, Gloucester may be one of the most culturally diverse communities in America.

Any heritage program for Gloucester should reflect this cultural diversity and acknowledge the experiences and contributions of every group.

Topographic History

The promontory of Stage Fort Park, with its commanding views of the outer reaches of Gloucester Harbor to the south end of the Annisquam River valley to the north, in 1623 was the site of one of the first year-round commercial fishing ventures in New England. Unfortunately, these early settlers found the land "fit for little else but pasturing and a great deal not even fit for that" (Babson). The lack of arable land to support the fishing community soon drove the fishermen-farmers to leave Cape Ann and venture down the coast in search of a new home. As a result, Salem, Massachusetts, was founded a few years after the Gloucester experiment failed.

For much of the 17th century, the absence of "men of estate" (a wealthy class) and a divisive community prevented Gloucester from developing either its commercial fishing or ship-building industry. Boston, Salem, Marblehead and Ipswich were the first to develop the New England fishery with the backing of English companies. It was not until the beginning of the 18th century that the subsistence farmers of Gloucester began to turn toward fishing as a commercial venture, building fish stages (wooden racks) along the rocky shores of Gloucester harbor for drying fish. (Heyrman, Commerce and Culture).

Most of the early agricultural villages of Gloucester were sited within the protected Annisquam River valley. The first permanent settlement in Gloucester occurred in approximately 1631 at the mouth of that river in the village of Annisquam. Twelve years later, a pastor by the name of Blynman dug a small canal upstream from the village, connecting the headwaters of the

Annisquam River to the broad expanse of Gloucester Harbor, thus making an island of Cape Ann and saving the seafaring folk of Annisquam the difficult ocean passage around the Cape. To this day, to go "beyond the Cut," a local name for the Blynman Canal, means to cross over to a world beyond Gloucester.

With the increase in population on Cape Ann during the 17th century, subsistence farming shifted to commercial fishing, and fishing wharves were established in Harbor Cove for the first time. Development spread from the edge of the cove up the hillsides, and also reached out into the cove with the extension of piers to accommodate deeper-draft vessels. As had occurred in so many New England ports, a slow process of silting and incremental filling reconfigured the shoreline (see plan: Historic Shore Line Change in the Inner Harbor). Main Street, which once faced onto Gloucester Harbor, was appropriately named Front Street. Sometime in the early 19th century, a new shore line was established with the creation of Rogers Street below Front. By the early 20th century, Vincent Cove, once the site of a thriving shipyard, had completely vanished through incremental filling. During the Great Depression, the immense state fish pier also was filled in, from the head of the harbor to Five Pound Island, which now has vanished beneath the concrete.

The western edge of the harbor, which gradually evolved over three centuries, was utterly transformed by urban-renewal efforts in the mid-1960s. Rogers Street was widened and realigned from the head of the harbor to Saint Peter's Park to accommodate the tractor-trailer trucks that had become essential to the modern fishing industry. In order to accommodate small freighters delivering frozen fish blocks from foreign seas, many of the finger piers were replaced by bulkheads parallel with the shore. Hundreds of wood-frame structures between Rogers Street and the harbor were swept away to make room for modern facilities. Gone were the chandleries and the smoke houses, the taverns and the theaters, the boarding houses and the tenements, and in their place, immense cold-storage facilities and large parking lots were developed.

This radical shift in the scale and structure of the waterfront is revealed by plans comparing the city layout of 1917 to that of 1990 (see plan diagrams). Although many changes have occurred, some aspects remain essentially the same.

The density of residential neighborhoods near the downtown area remains and the wall of commercial buildings along Main Street has survived with some in-fill. "The Fort" neighborhood on the waterfront, and the cluster of wharves at its base, are extant, though the commercial fishing structures that wrapped around the area's southern edge are gone. The remaining seven or eight wharves along the south side of Harbor Cove and a similar cluster of five on the East Gloucester shore give some sense of the layout and density of finger piers that once bristled from shores surrounding the harbor.

With the exception of a few isolated fragments (which are all the more important for having survived) the remainder of the waterfront from St. Peter's Park to the head of the harbor was swept away. Fishermen's Pier, with its wood frame sheds was spared, but all the buildings that

once lined the harborside edge of Rogers Street were removed, depriving this important street of its spatial definition and character. Before World War II, tightly framed glimpses of the water were all that was possible from Rogers Street; today, panoramic views of the harbor are now possible from points along Rogers Street, a mixed blessing of urban renewal.

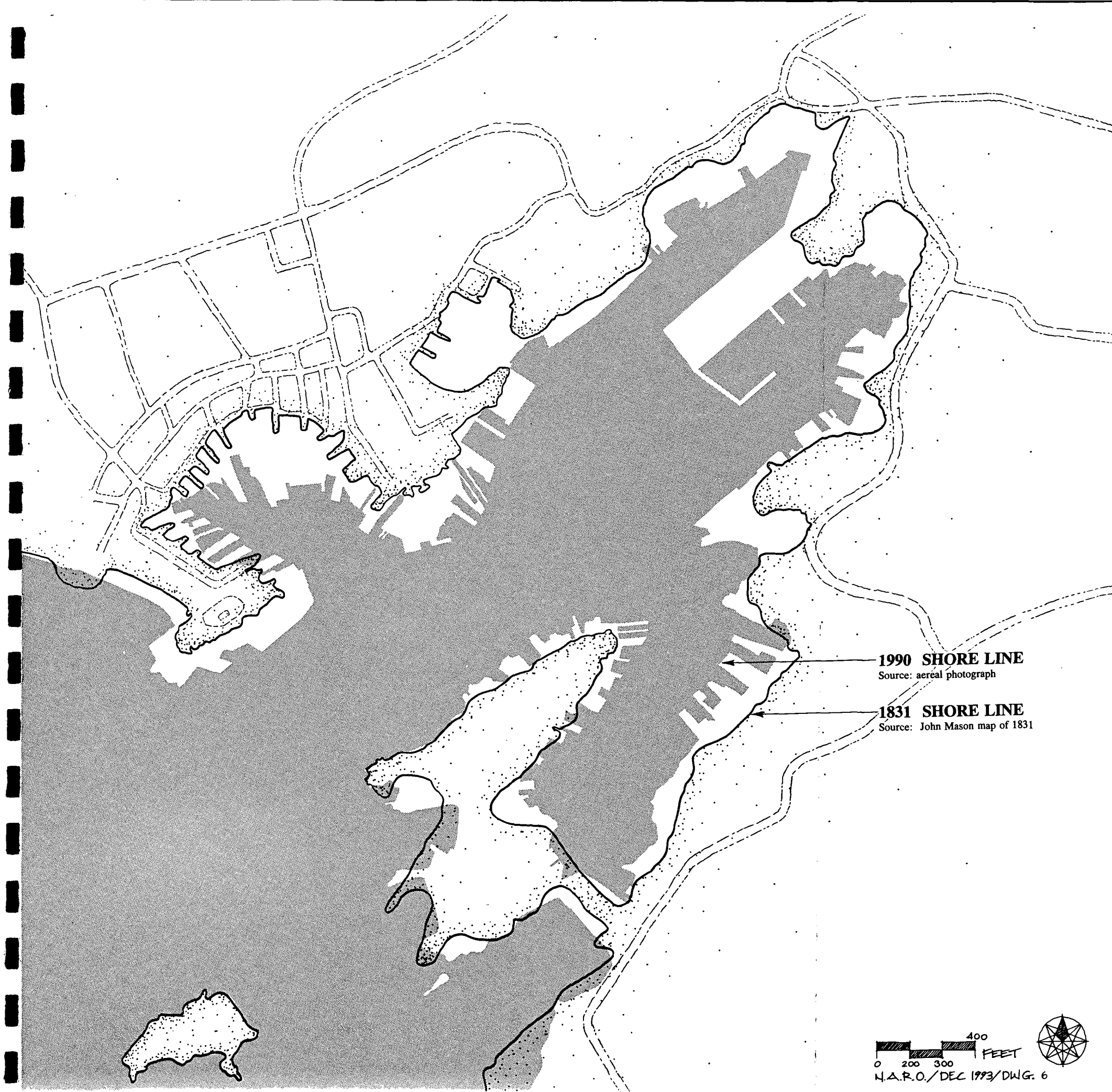
The dense neighborhood of tenement houses and bars that once clung to the rocky slopes of Duncan Point were demolished, leaving only the Fitz Hugh Lane House, like some granite ship stranded on an ocean of grass. At the base of the hill on the site of the Home Building Center, a couple of wood-framed structures, which may have housed sail lofts, remain, as does a remarkable coal-storage shed and pier from the old Gloucester Coal Company. This coal shed, built of massive timbers, has a detachable floor that will float in the event of a storm-driven flood tide (and float it did in the great blizzard of 1978). Because it was in active use during the urban renewal era (and remains so today) the Gloucester Marine Railway was spared the bulldozer's blade. The Gloucester Marine Railway is the last of four that operated on Duncan Point earlier in the century and is among the oldest continually operating marine railways in the nation. (Garland, The Gloucester Guide)

From Harbor Loop to the head of the harbor and from Main Street to the water's edge, all was leveled with the exception of a string of stores along lower Main Street and the headquarters of the Gorton's Fish Company, which remains the largest employer in town. Improved truck access provided by the widening of Rogers Street and the completion of Route 128 to the head of the harbor, as well as the availability of large development parcels, made possible the construction of a larger scale of operation on the waterfront. Today this area includes the 120,000-square-foot Americold cold-storage facility, the 150,000-square-foot Gorton's fish-processing complex, and a large shopping center, which competes with Main Street businesses.

Without this increased trucking access and room to expand, a modern fishing industry might not have survived in Gloucester. It is the ongoing presence of this working industry, as much as the historic fabric of older piers and buildings, that contributes to the fishing heritage of Gloucester. Still, many Gloucester residents and returning visitors miss the color, the scale, and the variety of the older waterfront, and the many historic structures that were torn down during this period. It is unfortunate that a better balance was not struck between new development and adaptive reuse. In his despair over the loss of yet another historic structure, the great Gloucester poet, Charles Olsen, wrote about a city "destroying its own shoulders, its own back." "Stop this renewing without reviewing," said Olsen, "stop this total loss of surface and mass...." (Anastas, Charles Olsen - Maximus to Gloucester).

Despite the depredation of urban renewal, Gloucester has maintained the close link between its working harbor and its downtown so typical of older fishing ports. With the construction of railroads and highways, many other ports up and down the eastern seaboard have severed this tie; Gloucester has not. The essential appearance of the city that the great American landscape painter and native son, Fitz Hugh Lane, captured in his 1855 lithograph has not changed all that much over the 150 years. Framed homes still cluster the hillsides--there are just more of them; church steeples--a few less perhaps--still mark the town's silhouette; and wharves still crowd the

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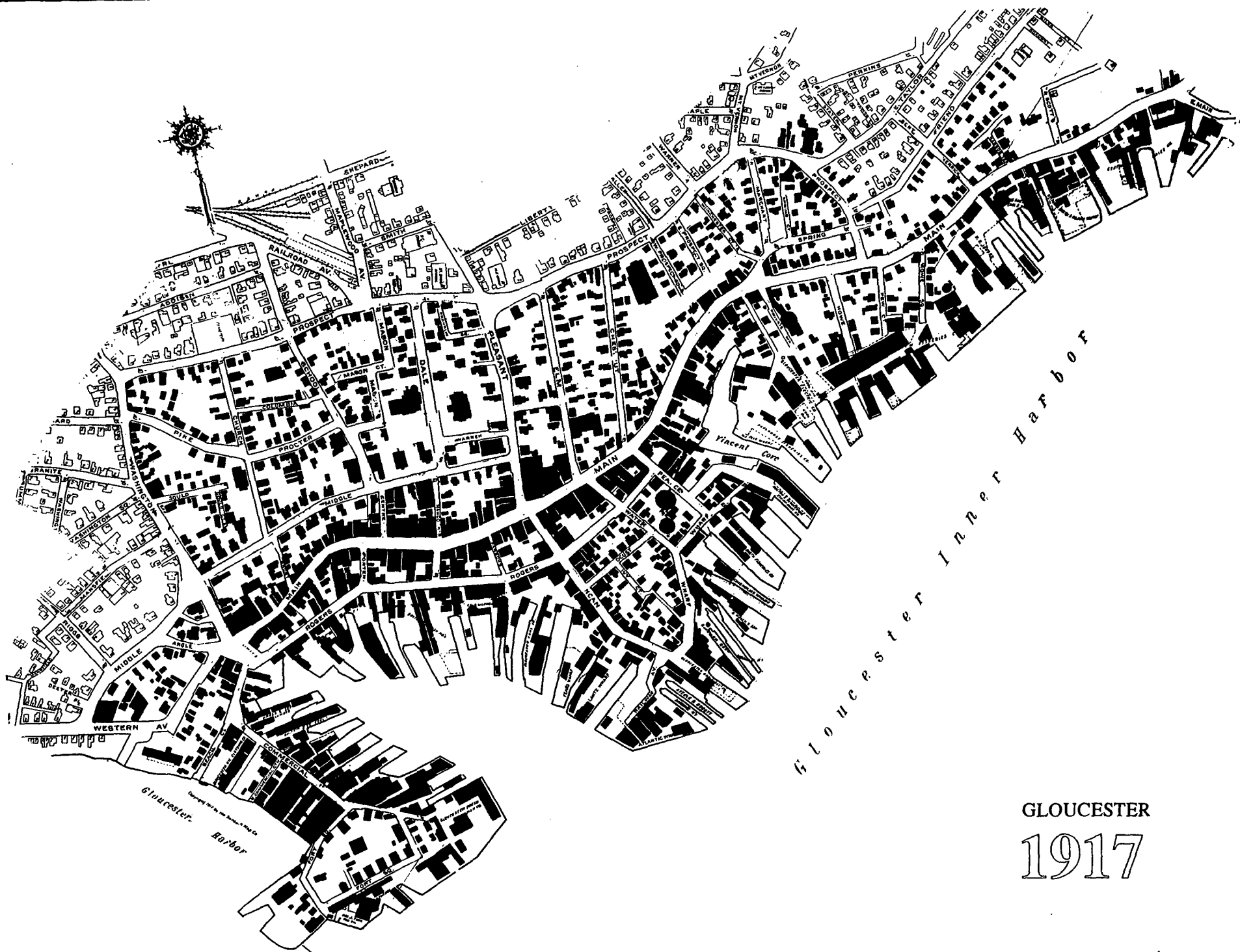
1990 SHORE LINE
Source: aerial photograph

1831 SHORE LINE
Source: John Mason map of 1831

Historic Shore Line Change in the Inner Harbor

0 200 300 400 FEET
N.A.R.O./DEC 1993/DWG. 6



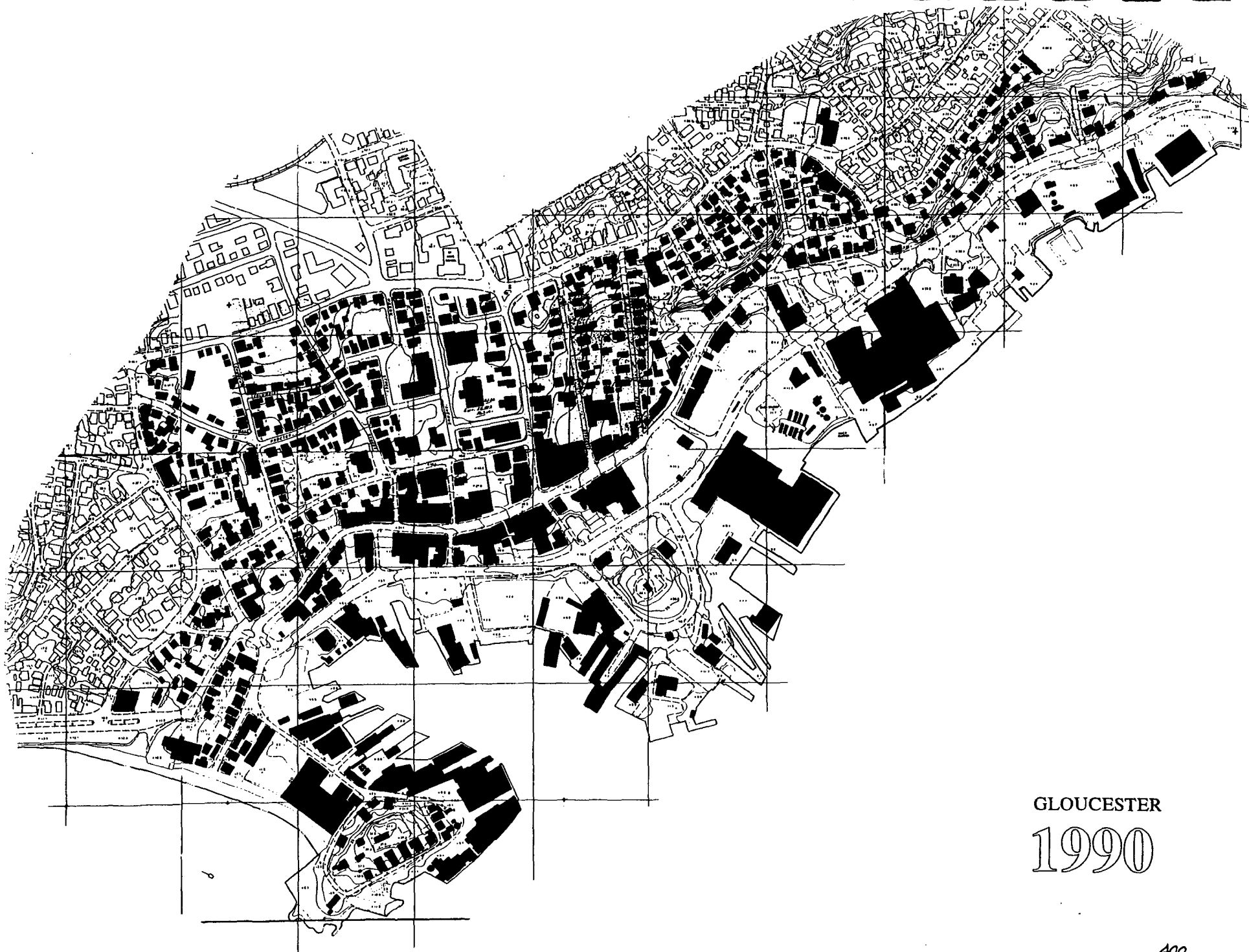


GLOUCESTER

1917



H.A.R.O./DEC 1993/DWG.5



GLOUCESTER
1990



N.A.R.O./DEC 1993/DWG.4

harbor's edge--although there are not as many now. As Joseph Garland observed in his book, Down to the Sea, "... the waterfront was and remains a membrane between the complicated and highly charged cellular metabolism of the city and what was once assumed to be the infinitely nutritious sea, the vital exchange between them carried on and moderated by the ebbing and the flowing, and the coming and the going."

A Fisheries Heritage District

Though a traditional national park site is not being proposed in this study, a "Fisheries Heritage District" was suggested for study purposes and to focus local preservation and interpretation efforts. Commercial fishing was the economic engine that built Gloucester and shaped a life for generations of immigrant fishermen and their families. For this reason, and because the sites, artifacts, and stories that illustrate the history of commercial fishing are threatened, we have focused our study efforts exclusively on the harbor.

This is not to say that abutting commercial and residential areas are unimportant or unconnected to the waterfront. Much of downtown Gloucester is contained within a National Register District and, unlike the case in many other port cities, downtown is closely linked to the harbor. Central and East Gloucester were built in large part by fortunes made in the fishing industry and have continually supported that industry with services and housing. Any local interpretive efforts should strive to show the connections between home and work, and between the city and its harbor. One would expect preservation efforts in these more traditional areas--Downtown Gloucester, Rocky Neck, East Gloucester Square, Eastern Point--to complement similar efforts at the harbor's edge.

District Boundaries (see map: Fisheries Heritage District)

A Fisheries Heritage District would include sites and structures fronting on Harbor Cove, around Duncan Point, along Rocky Neck, along part of the East Gloucester shore near East Gloucester Square, and Ten Pound Island. The schooner *Adventure* is currently under consideration for designation as a National Historic Landmark and should be considered a critical component of a Fisheries Heritage District. These sites have been chosen because of the relative integrity and density of surviving structures representing the peak period of the North Atlantic Fisheries (late 19th to early 20th century).

More precisely, the inner harbor component would include the area seaward of Rogers Street and Beach Court lying between Pavilion Beach and the Americold cold storage facility. This district contains the Birds Eye plant, where fast-freezing was developed; the Mighty Mac Building, where fishermen's clothing was manufactured; the Gloucester Marine Railway on Duncan Point; two converted sail lofts; a coal-storage wharf, and various seawalls, piers, and structures from the period of peak significance.

The Rocky Neck component would include the area seaward of Horton Street and Rocky Neck Avenue lying between the Wonson Paint Factory complex and the public parking area. This

district contains the Wonson Paint Factory; the Gloucester Marine Railway; numerous fishing shacks that have been converted to artists studios, restaurants and shops, and various other significant structures.

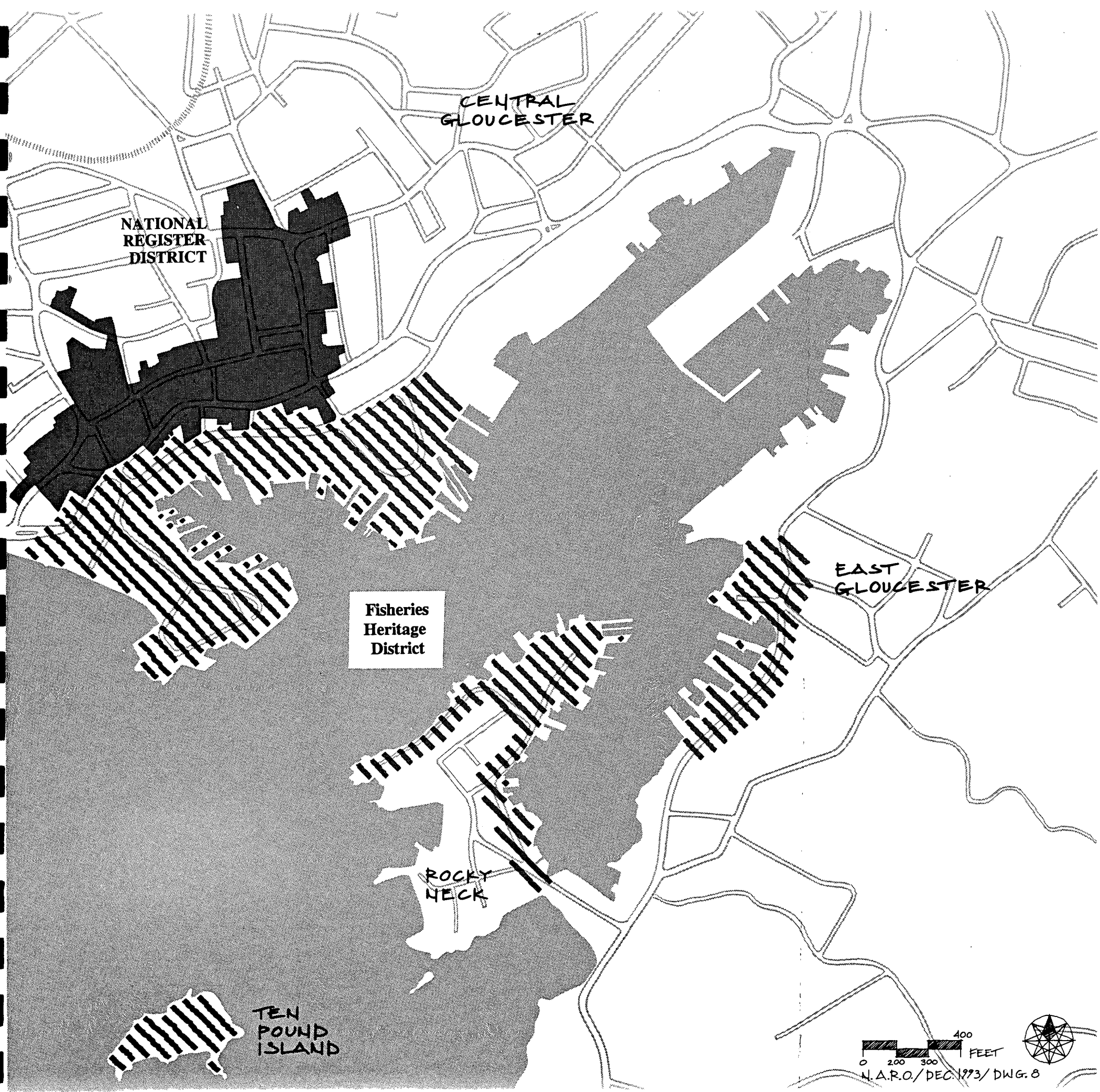
The East Gloucester component would include the area seaward of East Main Street lying between the public cove next to the Usen/O'Donell storage facility and the Beacon Marine Company wharves. This district would contain the Beacon Marine complex, The A& M Trading Company complex, the site of the first Gloucester schooner launching, and the site of the Aquavit Well and Aqueduct. Despite the fact that many of the structures between the street and the water were torn down during the last few decades, East Main Street in East Gloucester has maintained much of its scale and appearance from the turn of the century. It resembles what Rogers Street on the Central Gloucester side might have looked like before the transformation of urban renewal in the 1960s.

Ten Pound Island would be included for having been a site for navigational aids (a lighthouse and a foghorn station); for lifesaving (a Coast Guard air station), and for marine painting (the prominent American painter, Winslow Homer, spent a summer there painting the harbor scenes before him).

The boundaries of a Fisheries Heritage District should be adjusted as further detailed research is completed by the Massachusetts Historical Commission team and others.

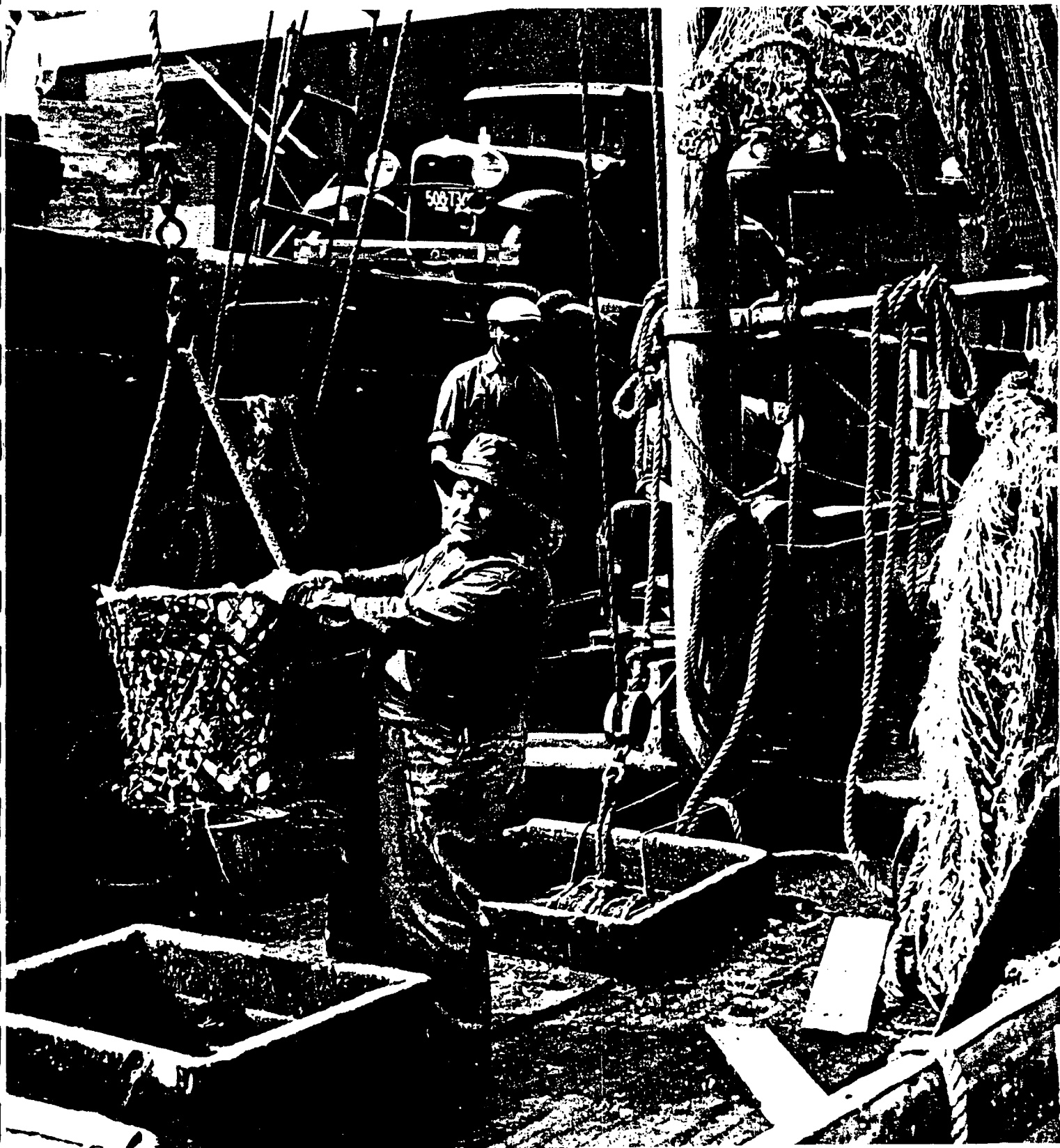


950/2004



Fisheries
Heritage
District

IV. Statement of Significance



STATEMENT OF SIGNIFICANCE

Historic Context

North Atlantic Fisheries

People seeking the abundant fish of the Gulf of Maine have always been drawn to New England's seashore. Long before Europeans emigrated to its shores, various Indian tribes migrated from the west, fighting for control of this important food source.

European fishing off North America began at the start of the 16th century on the Grand Bank, a 36,000-square-mile area southeast of Nova Scotia. English, French, and Portuguese fishermen sailed to Newfoundland each year, established summer working stations, fished on the Grand Bank, Green Bank, and Bank St. Pierre, filled their vessels with salted cod, and sailed home. When the English settled in New England in the early 17th century, one of their most common occupations was fishing near shore. The fishermen and their families settled along the coast of all the colonies, especially in Massachusetts.

Many species of sea life were taken for local and regional consumption, but the best fish for export was the cod because it suffered the salt drying process better than other fish. Salted cod was always marketable in Europe, which in return provided the colonists with many needed goods. Cod and "refuse" fish (haddock, pollock, and non-grade-A cod) also found a ready market in the West Indies, from which the New Englanders bought sugar, molasses, and other tropical produce.

During the 19th century, other species of sea life gained economic significance as preservation techniques, transportation, and the public taste changed. The spread of railroads allowed wholesalers to transport fresh fish on ice to distant cities where they brought a higher price than salted fish. As that happened, the preferred species changed from cod, which salted well, to haddock and halibut, which were better as fresh fish. By the mid-19th century, fishing patterns--including species sought, geographical areas fished, fishing methods and transportation systems--had changed to meet the new demands for fresh fish.

In the 20th century, fishing patterns changed again to accommodate new techniques developed to utilize power vessels and to meet a new demand for frozen fish. Gasoline and diesel-powered fishing boats allowed the fishermen to use drag nets more efficiently and then run their catch back to market quickly, even against strong winds and currents. Ports that were upwind of favorite fishing areas became more accessible to the fleets. In the 1930s and 40s, the development of quick-freezing for fish also changed the industry. People thousands of miles from the fishing grounds then had a new option for fish besides salted or canned products. Certain fish freeze better than others and some varieties formerly considered 'refuse fish' became important commodities for the New England fishing industry.

Gloucester Fisheries

Fishing in Gloucester probably began in prehistory when the first group of humans settled in the area. Gloucester is a well-protected harbor on Cape Ann, a small peninsula which extends out into the Gulf of Maine. Local, near shore, waters contain many edible species in quantities to sustain thousands of people, even with primitive fishing techniques. Early European explorers at Gloucester counted approximately 200 adult Agawams farming and fishing to produce both fresh and preserved winter food.

When English settlers came to Gloucester in 1623 they found few Agawams had survived the plagues that had decimated the local peoples. The colonists started a typical New England settlement based on agriculture and fishing along the banks of the Annisquam River, close to Gloucester Harbor. An armed confrontation in 1624 over the ownership of the local fishing stage (processing pier) indicates the early importance of fishing in the area.

During the 17th century, most Gloucester fishermen worked the near shore waters as far down east as the settlers of New France (present-day Canada) would let them. As markets and available capital expanded, the Gloucestermen used larger boats to fish the Grand Banks, in later years owning approximately 70 of Massachusetts's 400 Grand Bank schooners. From the colonial period well into the 20th century, Gloucester was an important fishing port of Massachusetts. Its share of fish varied from approximately 10 to 30 percent of Massachusetts's market catch. One should realize that there were only a few other major fishing ports in New England. Much of New England's catch was landed by men working out of many small villages, each with only a few boats.

Gloucester has been more important than most similar ports because it has a large safe harbor, accessible to large sailing vessels and proximate to important fishing grounds. Fishermen from

Gloucester and other ports often preferred to land their catch at Gloucester, rather than sail against the typical westerly wind to the greater market of Boston. As the local fish market developed in the 18th century, so did the maritime services available to fishermen at Gloucester, increasing the benefits of landing one's catch there. Fishing captains could be relatively sure of finding a ready buyer for the fish, supplies for subsequent voyages, replacements for broken hardware, and people and facilities to repair the ship. The increased activity promoted the development of local manufacturing establishments, such as the Tarr & Wonson Paint Factory (1863), Cape Ann Anchor Works (1867), and the Gloucester Net ~ Twine Company (1884).

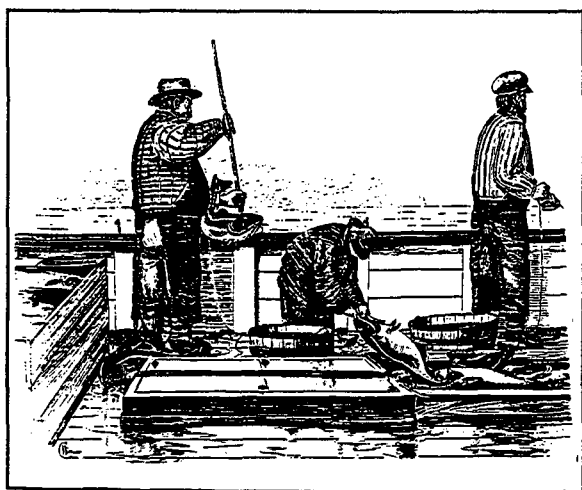


Figure 6 Fishing from the rail
(Goode's *Fisheries*)

Gloucester rose to international prominence in the mid-19th century as various factors led to a concentration of fish landings and fish processing at the port. The development and expansion of the railroad system throughout New England was a key factor. In 1846 a rail line was finished from Gloucester to Boston, thus connecting the most accessible sailing port in the Gulf of Maine fisheries to New England's largest market for fresh fish. In that year, Marblehead, a serious competitor, lost many of its fishermen and schooners in a devastating storm. Losing so much of its fishing manpower, skill and fishing resources, as well as being bypassed by the rail line to Boston in the same year condemned Marblehead to a secondary role in the future fishing industry. Generally the most efficient means of moving fish, from the best fishing banks off the Gulf of Maine to Boston, was by sailing vessel to Gloucester and then by rail to Boston. In the mid-19th century, no other port involved in the banks fishing could overcome this economic advantage held by Gloucester.

In the 1840s, sailing smacks--boats with live wells--often carried live fish into Gloucester, but much of the fish were still landing salted from the larger Banks fishing vessels. To take advantage of the fresh fish market, Gloucester fishermen in the 1850s began taking ice to nearby Georges Bank, to return with fresh haddock and halibut. Although close by and highly productive, Georges Bank is a treacherous area of shoals and shifting tides, where thousands of Gloucester fishermen have lost their lives. In 1852, Boston began transporting fresh iced fish to New York by rail, further enlarging Gloucester's potential market. Gloucester fishermen then extended their halibut fishing grounds eastward to Labrador and the Grand Banks. By 1880 there were 50 Gloucester ships fishing mostly for halibut on the Grand Banks alone.

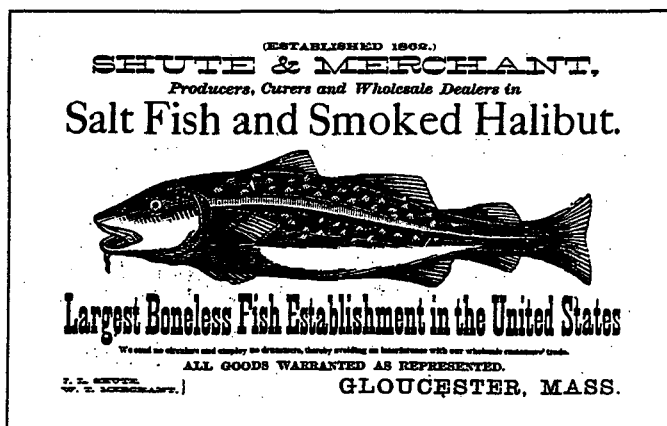


Figure 7 Advertisement from the Fishermen's Own Book 1882

Fresh fish did not supplant salted fish in Gloucester, it added to the already major landings. In the 1870s and 1880s, Gloucester was the fishing center of North America. Gloucester shipped more fish than any other port and therefore set the prices for the rest of the region's fish. While the port was home to a large fleet, fishermen from many ports landed their catches in Gloucester to get better prices and services. In 1833, John Mason recorded 443 vessels at anchor and more at wharves in the harbor. As the near-shore fishing for mackerel increased, Gloucester gained a lead in that industry also, landing 46 percent of Massachusetts's mackerel catch in 1880. (Proctor Brothers, The Fishermen's Own Book, Proctor Brothers, Gloucester, Mass., 1882)

In the 1880s, when American tariffs against Canadian fish left many Canadians out of work, hundreds of fishermen and fish processors moved from the maritime provinces to the Gloucester

fish industry. They joined the port's Irish, Portuguese, and Italian immigrants who were taking the expanding lower-paying jobs. The city's economy boomed as thousands of people were employed directly in the fishing industry and in many support industries such as sailmaking, shipbuilding and repair, clamming for bait, and victualing. By 1889 Gloucester fisheries alone employed 5,376 people (14.7 percent) of the 36,444 individuals employed in New England fisheries. (Collins, J.W. and Smith, Hugh M., United States Fishery Bulletin #10. Washington: Government Printing Office, 1890, p 87).

Unfortunately, thousands of fishermen lost their lives in the last half of the 19th century as competition drove them to use newly designed fast schooners, which had a tendency to roll over or bury their bow when hit by an abnormally large wave. Until safer fast schooners were developed after 1880, many Gloucester fishermen drowned when a large storm or sudden squall hit the fishing grounds. These men are immortalized by lists of their names mounted in the City Hall and an annual memorial ceremony at the Man at the Wheel Statue on Stacy Boulevard.

Gloucester also became a home to hundreds of artists each summer, beginning in the mid-19th century and continuing unto the present. Among this group were many nationally prominent painters in addition to Gloucester's native son, Fitz Hugh Lane: Winslow Homer, William Morris Hunt, Frank Duveneck, John Twachtman, Childe Hassam, Maurice Prendergast, John Sloan, Edward Hopper, Stuart Davis, Marsden Hartley, and Milton Avery. The port was picturesque, close enough to Boston by rail, and yet far enough away from the metropolis to allow artists of modest means to live on or near the water. The working waterfront of Gloucester and the marine landscape of Cape Ann were their subjects. Their paintings can be found in museums across the country and constitute an valuable resource for visualizing the fishing industry of Gloucester while it was at its peak in the 19th and 20th century. Writers and poets joined the ranks of the Cape Ann painters and sculptors as well. Rudyard Kipling's novel, *Captains Courageous* focused on the crew of a Gloucester schooner fishing on the banks. A 20th century film based on this novel has helped to sustain Gloucester's image as the classic American fishing port. The painters, sculptors, etchers, photographers, and writers who gathered in Gloucester each summer have helped to spread her fame throughout the world. (A

further discussion of Gloucester's artistic resources can be found in Appendix 2).



Figure 8 Advertisement from a Board of Trade publication, 1914

By World War I, steam and internal combustion-powered vessels had all but ended Gloucester's supremacy in New England fisheries. Boston, always the major New England market for fresh fish, was growing rapidly. Its fishing industry had been at a distinct disadvantage to Gloucester because Boston was generally upwind of the fishing grounds and the port has a

difficult entrance when fighting the typical westerlies with a sailing vessel. It had been faster to sail fresh fish to Gloucester and move it by rail to Boston than it was to try to sail directly into Boston Harbor. Power boats, however, could move quickly from the fishing grounds directly into the winds and through the Boston Harbor channels to land their fish quickly at the center of the best market. With the construction of a major fish pier in Boston, "The Hub" drew the fishing industry from Gloucester and other ports. The change was slower than might be expected because most of the fishing industry was slow to change over to powered vessels and Gloucester had the inertia of decades of fish processing and marketing, especially with preserved fish.

As Gloucester lost much of the fresh fish market, the processed mackerel fishery developed to replace some of the loss. Local businessmen also developed a national market for canned fish in various forms, such as fish chowder, finnan haddie, dog and cat food, and even rat poison. In 1929 Clarence Birdseye, a local inventor, developed a successful method to deep-freeze fish. Therefore in the 1930s and 1940s, Gloucester again changed with technology to produce much of the fast-frozen fish to be shipped throughout North America to the new electric freezers in restaurants and homes. The development of paved roads and trucks also allowed Gloucester to again provide fresh fish directly to much of New England. Today Gloucester remains an important, though not the most productive, fishing port in New England. Much of the fish processed in the port is imported in cargo vessels because its plants outpace its fishing fleet. The cargo ships often dominate the harbor's large quays. Meanwhile, recreational vessels fill much of the mooring areas but are presently held to limited marina areas along the waterfront.



Figure 9 Advertisement from a Board of Trade publication, 1914

Cultural Resources

The surviving fabric of the waterfront and the interior of Gloucester reflect the city's long history as one of the most industrious and famous American fishing ports. Though all of the earliest structures are gone or buried, some of the 19th and early 20th century buildings, piers, and ship ways are still being used. Marine railways on both the west and east side of the harbor, the first built in 1849 and the second in 1859, reflect the harbor's long history as the safe haven closest to many fishing banks-- the best place to seek repairs for damaged vessels. A close inspection of the west side railway reveals a mid-19th century building at the head of the ways. It houses the hauling winch, which is still in operation today. This may be the oldest extant marine railway in the country.

As with most industrial cities, older structures are often razed or converted beyond recognition to allow the city to stay competitive in the modern economy. Throughout the centuries,

Gloucester's waterfront has constantly changed. The original settlement on the Annisquam River was replaced in economic importance by the development of Gloucester Harbor in the 18th century. The northern entrance was more narrow and shallow and the southern harbor was more protected from winter storms. By the 1730s, the ascendancy of Gloucester Harbor was complete. Since that time, Gloucester Harbor has been continuously developed and redeveloped as the fishing industry has changed. The waterfront was extended with the construction of quays and piers in the 19th century, when buildings and open waterfront vied for the space. In the 20th century, much of the waterfront is likewise occupied by fish processing plants, loading piers, and docking slips.

A brief listing of structures and boats from Gloucester's past is helpful to understand the diversity of extant cultural resources. What remains is often still used today, dispersed among more modern structures. (A more definitive listing and assessment of historic structures will be provided by the Multi-property National Register Nomination - p. 8).

Shoreline Fishing Facilities

Beacon Marine Basin: This site was formerly occupied by fish yards and is now used by a marine services company.

Birdseye building: On this site Charles Birdseye developed a fast-freezing method for seafood which revolutionized this industry. Built in the 1920s this fishing freezing and storage facility is presently owned by O'Donnell/Usen.

Cape Ann Fisheries: Located at the entrance to the Inner Harbor in The Fort area, this was the site of a 18th century fish processing plant and wharves. A fire in 1970 left only building footings and pilings.

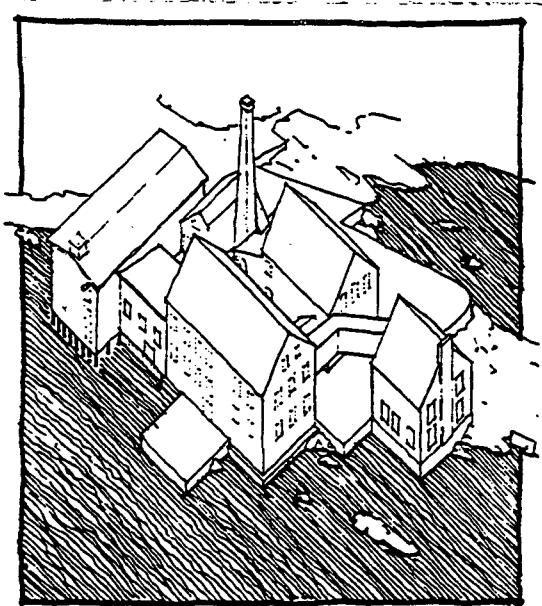


Figure 10 Paint Factory sketch
(Architectural Conservation Trust)

Fish House site: Located on Hesperus Drive.

Gloucester Marine Railway: Two ways (sets of tracks) on Rocky Neck built in 1859 and one on Duncan Point built in 1849 are still in operation today after modification.

Morse and A & M yards of John F. Wonson Co.

Wheeler's Point Boat yard: This may be the earliest surviving boat yard in Gloucester.

Related Buildings

Eastern Point Light Station: Built at the site of an 1832 light at the eastern entrance to the Outer Harbor this 1890 light is still operated by the U.S. Coast Guard.

Harbor Loop Coast Guard Station:

Mighty Mac building: The Mighty Mac Company began by producing oil skins for fishermen and went on to become a national sports wear manufacturer. The Cape Ann Chamber of Commerce now occupies this building on Commercial Street.

Russia Cement Co. complex: Starting in 1876 a process for extracting glue from fish by-products was developed here. The plant is still in operation on Essex Street.

Tarr and Wonson Paint Factory: Located on Rocky Neck at the west entrance to the Inner Harbor, the "Paint Factory" was noted for the development of anti-fouling bottom paint.

Ten Pound Island light: This light is located on Ten Pound Island at the entrance to the Inner Harbor.

Boats

Adventure: Built in 1926 as a "knockabout" schooner, the *Adventure* was a "highliner" (very profitable vessel) and the last Gloucester schooner to use dories on the Banks. This schooner, currently under restoration, is a National Historic Landmark.

Coronet: This yacht, built in the early twentieth century, appears to be a rare survivor of an extreme sailing design.

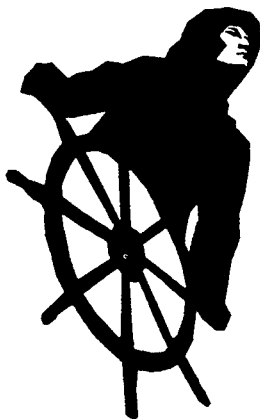
Phyllis A.: Built of wood in 1925, the *Phyllis A* is one of the oldest fishing vessels in the Gloucester fleet. She is a gill net auxiliary and is still used for fishing.

St. Rosalie: She is one of at least four wooden hulled draggers based out of Gloucester Harbor which are still being used for fishing.

Other Features

Sea Wall: built of granite in the nineteenth century, the sea wall lines most of the waterfront, including some of the outer harbor shoreline.

Man At the Wheel statue: This statue was erected in 1925 as a tribute to lost fishermen from Gloucester and has become a symbol of the city in the minds of most visitors.



Evaluation Criteria

As is stated in its "Criteria For Parklands" brochure, the National Park Service applies four basic criteria to evaluate a site as a potential unit of the National Park System. These are:

1. Is it an outstanding example of a particular type of resource?
2. Does it possess exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage?
3. Does it offer superlative opportunities for recreation, public use, and enjoyment or for scientific study?
4. Does it retain a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource?

Gloucester's waterfront easily qualifies under the first three criteria, while it only partially meets the fourth criterion, of integrity, in a non-traditional manner.

Criterion 1

Is it an outstanding example of a particular type of resource?

Gloucester's waterfront is one of the best examples of the working harbor of an American fishing community. Its long and varied history includes an early (1620s) fishing settlement, development throughout the colonial period, a rise to prominence during the 19th century, and a continued importance as a major fish processing center in the face of 20th century modernization trends. Other examples in New England do exist, such as Portland, Boston, New Bedford, Provincetown, and Newport. However, Gloucester is the most important example of both a booming fishing port in the golden age of New England fishing and a continued reliance on the fishing industry.

While New England fishing has been conducted from hundreds of small ports, in the 19th century Gloucester became the busiest. In the 1880s, this single port processed more tons of fish than any other port in America. It employed 15 percent of New England's fisheries workers, landed 40 percent of the Massachusetts mackerel catch, and processed approximately half of its halibut catch.

Throughout its past, Gloucester has led the industry with innovations like the schooner, bottom paints, and the fast-freezing process for preserving fish. Gloucester's leadership also enhanced the further development of windlasses, trawls, seines, and other fishing equipment and techniques.

In the 20th century, other major fishing ports have individually risen and fallen as major contenders to Gloucester. However, because of its past and continued industry, today Gloucester remains the fishing capital of the East Coast in both the public's perception and in industrial figures. National news reporters often focus on its waterfront when they cover New England fishing stories, showing the port, interviewing fishermen, and photographing the Man at the

Wheel statue. Gloucester is the best example of an American fishing port that has spanned the centuries of recorded history in North America.

Criterion 2

Does it possess exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage?

Gloucester's history is certainly a reflection of America's maritime past and present in the Northeast. Its rise from a small coastal village to a city that was the fishing center of a growing nation is an outstanding example of 19th century American economic growth. In its history one finds examples of the importance of a continued relationship between seagoing and land-based maritime enterprises. Gloucester's history is a prime example of the constant adjustments American communities have had to make to keep up with changes in the economic and social environment, while continuing to effectively use one's strengths.

Gloucester's history is physically illustrated by both structural remains and a plethora of historic illustrations and writings. Historic waterfront structures, such as quays, piers, marine railways, and processing buildings, as well as some historic vessels still used in the harbor, can be seen mixed with the more modern fishing industry structures and vessels. Also on and just off the waterfront, historic commercial, residential, and municipal buildings still exist through much of the compact city. Their architectural style is sometimes imitated by modern builders to maintain the character of the community.

Other cultural resources relating to the fisheries are perhaps less obvious to the casual Gloucester visitor. These include archives, photographs, arts, historic objects, and traditions. Given the disappearance of historic fabric along the waterfront, these collections and traditions are all the more important to understanding the history of the fisheries. Certain historic writings and illustrations, such as Kipling's *Captains Courageous* and Homer's <Breezing Up,> for instance, are widely distributed across the country. Gloucester's Cape Ann Historical Association has an extensive collection of original paintings, photographs, and etchings of the harbor, the fishermen's life at sea, fish processing, local support industries, and everyday life in Gloucester. Many of them closely illustrate various methods of fishing during the last 150 years. The Association also holds a collection of fishing and fish processing artifacts, related archives, and a few taped interviews with older fishermen who worked the schooners on the banks.

Local traditions, such as the annual St. Peter's Festival and Blessing of the Fleet, begun by the Sicilian community in the 1920s, or the Crown ceremony at our Lady of Good Voyage Church, founded by a Portuguese fisherman after having been miraculously delivered from a disaster at sea, illustrate the central role that fishing has played in the spiritual and cultural life of the community.

Criterion 3

Does it offer superlative opportunities for recreation, public use, and enjoyment or for scientific study?

Opportunities for the public in Gloucester are probably best for educational endeavors. With some effort to retain a portion of the port's historic features and with interpretation, the story of Gloucester as a locally, regionally, and nationally important port can be illustrated. Aids to interpretation might include suggested or guided walking tours, identification and direction signs, and possibly boat tours. Presently many people board whale-watching boats at Gloucester. A combination of harbor tour and viewing of modern fishermen at work would be an important educational addition. Local inhabitants, including school children, would gain a better sense of their place in America's past from such opportunities.

Visitors from the rest of the country, and from other countries, typically stop by bus at the Man at the Wheel statue in the park and then go on. They come to Gloucester because so many people know it as the symbol of the history of the American fishing industry. Yet they see little and learn very little about the port's or America's maritime history. With a combined effort of preservation and interpretation, at the same time allowing for the economic well-being of the fishing industry at the waterfront, an assumed increased number of visitors would have a much better opportunity to learn about an important aspect of America's past while at one of its important modern centers.

Therefore Gloucester meets the criterion by having the potential for being a superlative opportunity for public education. That potential is quickly eroding, however, as remnants of the 19th century, the port's era of international glory, are disappearing.

Criterion 4

Does it retain a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource?

Today one has to look hard to see the physical remains of Gloucester's famous past. (see figure ground diagrams) Those remnants are also disappearing as normal aging and changing processes occur on the waterfront. As stated earlier, Gloucester does not completely meet the fourth criteria, that of integrity.

As an industrial landscape, the waterfront has been continually transformed through the restructuring of shore line to accommodate a growing fishing industry, by the updating of infrastructure and equipment, and through natural calamities, such as storms or fire. People who manage a working waterfront are quick to discard and replace that which is not useful, for it will hinder their work in the tight quarters of an industrious waterfront. Therefore, while most of the port's 20th century structures are extant, most 17th, 18th and 19th century structures are gone or buried. If they were not, their existence would reflect the last period of a fishing port which became unsuccessful and ceased functioning. During the past two centuries, Gloucester often led the fishing industry in modernizing its facilities and has to be observed as a prime

example of an on-going and successful fishing port. The patchwork of historic structures and modern facilities accurately reflect the history of one of America's oldest and most dynamic industries. The continuity of a traditional use in this place for well over three centuries, made possible through adaptation and change, is in and of itself significant.

Despite the normal evolution of this working port, enough historic fabric remains to help interpret Gloucester's 19th and 20th century history. Just as the 17th and 18th century structures and vessels were lost to 19th century advances, Gloucester's remaining historic resources could be displaced or lost through neglect in the near future, unless they are consciously protected. Fortunately for Gloucester, ample illustrative and archival resources have survived to help tell the story of the Gloucester fisheries. Accurate documentation of this continually changing place and culture has been, and continues to be, an invaluable resource.

For a bibliography see appendix 6.



V. Suitability





SUITABILITY

Introduction

Having examined the national significance of Gloucester's historical and cultural resources, we now turn to the question of suitability. Cultural units of the National Park System embody themes reflecting United States history, prehistory, and cultural endeavors. A thematic framework is outlined in History and Prehistory in the National Park System and the National Historic Landmarks Program, 1987. As stated in the introduction, for a site to be "suitable" for inclusion in the National Park System, it must illustrate a cultural theme that is not already adequately represented in the system or that is not adequately protected and interpreted for public enjoyment by another land-managing entity. A comparative analysis of other sites is necessary in order to make judgments of relative significance, suitability, and feasibility.

For comparison to Gloucester, other sites where the American fishing heritage is being preserved and interpreted to some extent were identified. Site visits were made to Salem and New Bedford, Massachusetts, to the Maine Maritime Museum in Bath, Maine, to Mystic Seaport, Conn., and to Lunenburg, Nova Scotia. San Francisco Maritime National Historical Park in California and certain communities in Maryland's Chesapeake Bay also were reviewed.

Comparative Analysis of Other Sites

Salem Maritime National Historic Site, Salem, Massachusetts

Established in 1937, this unit was the first national historic site to be included in the National Park System. Like many settlements along the eastern seaboard, Salem was a fishing port in its early years. Founded by a group of fishermen who came over from Gloucester Harbor in 1626 after having failed to establish a permanent settlement there three years earlier, Salem was built not by wealth made in the fisheries, but by fortunes made from ocean commerce and trade with the Orient. Nearby Marblehead, not Salem, was Gloucester's chief competitor in the North Atlantic fisheries until a series of devastating winter storms crippled her fleet in the late 1870s. Salem Maritime National Historic Site includes wharves, an historic warehouse, and a United States Customs House. The history of the fisheries is not represented or interpreted at the site. However, the Peabody Museum, just up the street, has one of the best fisheries exhibits in New England.

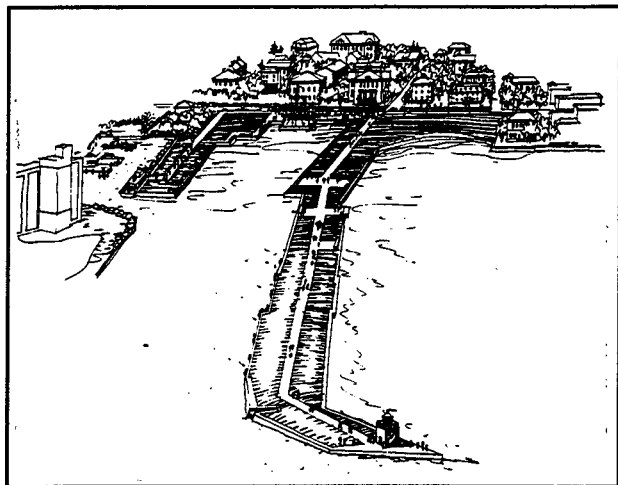


Figure 11 Salem Maritime National Historic Site

San Francisco Maritime National Historic Park, San Francisco, California

This site has the largest collection of historic vessels in the National Park System and focuses on maritime transportation. San Francisco was the major west coast port and hub for maritime transportation in the 19th century. While fishing is not a primary theme at the park itself, the active commercial fishing fleet is berthed at nearby wharves and can be viewed by visitors.

New Bedford, Massachusetts

A National Park Service Special Resource Study has recently been completed for this community. New Bedford's historical significance rests on its history as a whaling port, rather than a fishing port. Samuel Eliot Morrison stated that "the secret of New Bedford's success (lay in) her persistent specialization in whaling alone....Other small seaports of New England hugged the delusion that foreign trade would return; New Bedford hugged her oil casks."

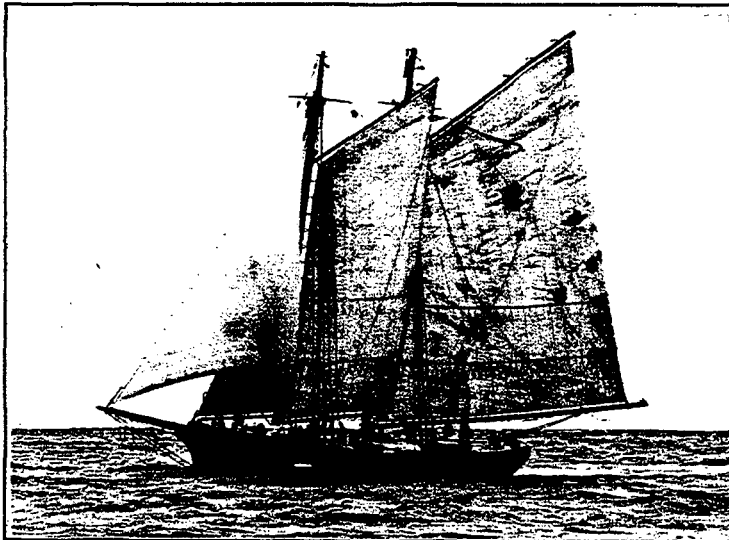


Figure 12 Schooner *Ernestina*, built 1894

Just as Gloucester redirected her harbor infrastructure and investment capital from trade to commercial fishing beginning in the 1840s, so did New Bedford shift from trade to whaling. With the decline of whaling in the later half of the 19th century, New Bedford shifted again, this time to textiles and to fishing. New Bedford became a major fishing port in the 20th century, finally surpassing Gloucester in the total value of her catch (but not in the volume of catch). The story of fishing is incomplete in New Bedford, however, and is not one of the major interpretive themes proposed in the NPS study.

Lunenburg, Nova Scotia

Located just south of Halifax, Nova Scotia, Lunenburg is the official "sister city" of Gloucester. Many residents of this maritime community moved to Gloucester in the mid-19th century for work in the rapidly growing commercial fishing business. Some signed onto vessels for only the fishing season while some came to Gloucester to stay. Lunenburg was to Canada what Gloucester was to the United States, the "capital" of the fishing industry.

In the half century between 1886 and World War II, races were held between working fishing schooners of each port. The famous Canadian schooner *Bluenose*, built in Lunenburg in 1921 and sailed by a Lunenburg captain, dominated these races in the later years of this tradition,

lifting her countrymen's spirits. Her image can be seen on the Canadian dime. A spirit of friendly competition between the ports remains to this day with annual dory and schooner races.

In preparing for their city's centennial in 1965, a group of private Lunenburg citizens proposed to establish a Lunenburg Fisheries Museum. The last of the salt bank schooners to operate from the port, the *Theresa E. Connor*, was purchased in 1967 for this purpose and exhibits were installed in her hold. In 1975 the Lunenburg Fisheries Museum was designated the official fisheries museum of the province and became part of the Nova Scotia Museum Complex. Today the museum boasts three fishing vessels, an aquarium, a theater, a research library and almost 30 exhibits providing a detailed look at many aspects of the Atlantic fisheries. Visitation has grown from approximately 13,000 people in 1967 to more than 80,000 annually.

The museum has as its mission the interpretation of "all aspects of the development and continued operation of the fishing industry of the Atlantic Coast of Canada and allied trades." The history of the fisheries along the rest of the eastern seaboard is not included in its program. Despite the fact that the museum is situated in Lunenburg, itself, and occupies an historic fisheries structure, little attempt is made to interpret the history of the town or the immediate site (see Trip Report, appendix 3).



Figure 13 Lunenburg fisherman

Marblehead, Massachusetts

Marblehead was founded at approximately the same time as Gloucester, in the early 17th century. Despite its comparatively small and exposed harbor, Marblehead rivaled Gloucester for several generations as America's chief fishing port. The "Headers" (fishermen from Marblehead) dominated the distant and dangerous Grand Bank cod fishery of Newfoundland up to the mid-19th century, when they were knocked out of contention by a single blow. The devastating gale of September 19, 1846, swept away 11 schooners and 65 men, and with them, Marblehead's lead in the American fisheries.

What has survived, however, is the well-preserved fabric of an early settlement fishing village with its narrow streets, close-set homes, and diminutive scale. The nationally significant Marblehead Historic District contains more than 250 early settlement structures, including simple wood-frame homes, impressive sea captain's houses, an old tavern and the town hall.

Mystic Seaport, Mystic, Connecticut

Mystic Seaport is a privately operated non-profit educational maritime museum site that "actively pursues the collection, preservation, and exhibition of artifacts and skills related to the sea and its influence on American Life." Mystic was founded in the 1929 and is located on a 17-acre site along an inlet of Long Island Sound. Besides housing museum collections, Mystic is also

a re-creation of a New England maritime community. Dozens of historic structures have been moved to the site or reconstructed from the ground up over the years. With eight historic vessels afloat, including the whaler *Charles W. Morgan*, a National Historic Landmark, and more than 300 antique water craft on shore, Mystic has one of the largest historic vessel collections in the world. To restore and maintain this collection and to preserve shipwright skills, Mystic has developed a fully functional preservation shipyard, as well as a small boat shop, an operating sail loft, and even a ship model-making shop, all of which are open to visitors for viewing and informal discussion.

The Gloucester fishing schooner, *L. A. Dutton*, forms the heart of the Mystic fishing vessel collection. The *L. A. Dutton* was built in 1921 in the Essex boatyard of A. D. Story and sailed for years out of Gloucester. Visitors can board the Dutton and observe how the boat was operated from the launching of the fishing dories to the hauling in of the anchor, with sea chanteys keeping time. Two other completely restored fishing vessels ride at anchor close by: the *Emma C. Berry*, a sailing-well smack, and the *Florence*, an auxiliary powered dragger built in 1926. Shoreside fishing structures include the Thomas Oyster House, built in 1874; a salmon shack, built in the 1840s, and reproductions of a lobster and clam shack. An extensive exhibit tracing the development of the fishing industry in America from its beginnings in the 1500s to the transitional era of the auxiliary powered schooner in the 1920s is housed in Mystic's main museum space. Included in this exhibit is a superb collection of ship models. A dozen of them were built by Cape Ann's own Eric Ronnberg to illustrate the evolution of fishing vessels during the era of sail.

Mystic Seaport is not a preserved historic site but rather is a re-creation of an idealized New England maritime community. It would be incorrect to compare Mystic to an actual fishing community; however much can be learned from the Mystic Seaport's active interpretative methods in telling the story of American fishing.

Maine Maritime Museum, Bath, Maine

Founded in 1962 in a downtown store front in Bath, the maritime museum soon moved to a Georgian-revival ship owner's mansion, where it remained for 25 years. By 1988, the museum had raised \$8 million to build a 33,000-square-foot Maritime History Building on 10.5 acres of the former Percy & Small Shipyard. This new center houses a collection of marine-related art, artifacts, and documents that number over one million pieces.

Unlike the shipyards on the relatively narrow Essex River in Massachusetts that produced smaller vessels for the Gloucester fisheries and the Cape Ann granite trade, the Percy & Small Shipyard on the Kennebec built full-rigged merchant ships for the shipping trade. The largest wooden vessel ever built in the United States, the six-masted *Wyoming*, slid off the skids here early in this century. This largely intact shipyard may be the only one left in the United States where large commercial wooden sailing vessels were built. Though none of the ships have survived, and much of the machinery was sold off, five buildings from the original shipyard complex are preserved and interpreted.

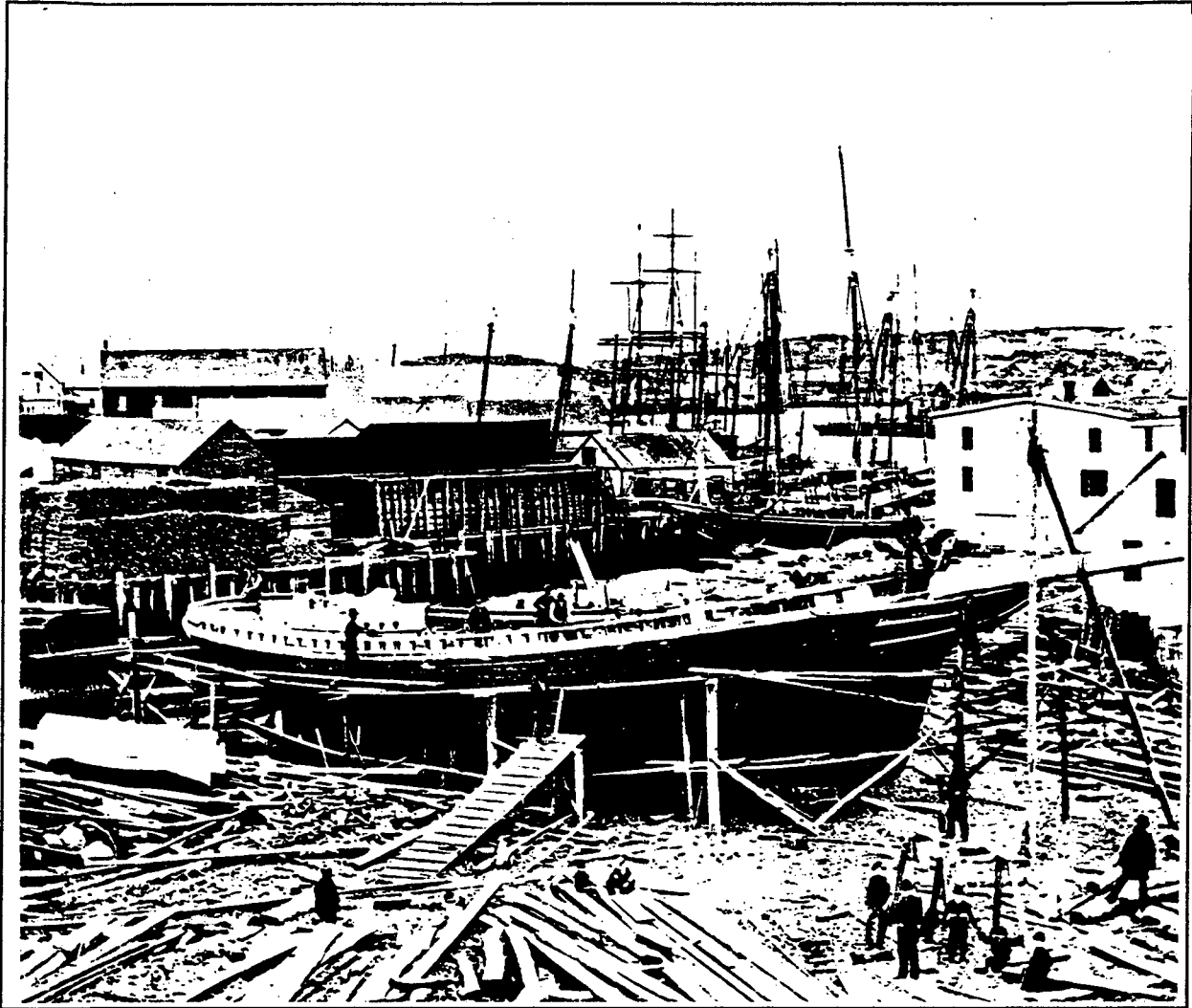


Figure 14 Story Yard, Vincent Cove, Gloucester, MA (Gordon Thomas Collection)

The museum is currently conducting a cultural landscape study in order to recreate the appearance of the grounds of the shipyard. Complementing the marine exhibits, an extensive archive is available for scholarly research. Traditional wooden boatbuilding skills are taught and preserved at the apprentice shop, where vessels up to 50 feet long are still constructed and launched. Displayed on its upper level are some of the 135 small wooden boats that the museum owns.

The *Sherman Zwicker*, a 132-foot Grand Banks fishing schooner, can be boarded and viewed at the riverside pier. She is owned by the Grand Banks Schooner Museum in Boothbay Harbor and is leased to the museum every summer. Built in 1942 in Lunenburg, Nova Scotia, and designed for auxiliary power, the *Sherman Zwicker* represents the very last version of the North American fishing schooner.

While the primary interpretive focus of the museum is ship-building, the new visitor center contains a small exhibit tracing the history of the North Atlantic fishing industry. Topics include: European Discovery, Early Cod, Dory Hand Lining, Fishing Schooner Design, Mackerel Fishery, Boat Design, Whale Fisheries, River Fisheries, Herring & Sardine, Menhaden Fishery, Claming & Scalloping, Lobstering, Commercial Fisheries, Preserving Fish, Canneries, Recent Fisheries, and the Future of Fisheries. The lobster fishery theme is covered in much greater depth in a separate structure designed to house interpretive exhibits on the life and work of lobstermen as well as a collection of lobster boats on the ground floor. This exhibit is an excellent model for the interpretation of other fisheries.

Chesapeake Bay Sites, Maryland

The maritime heritage of the Chesapeake is being interpreted at more than 10 sites throughout the bay, including the Chesapeake Bay Waterman's Museum at Yorktown, the Calvert Marine Museum at Solomons, and the Chesapeake Bay Museum at St. Michael's Island. These collections focus on the classic techniques and technologies of harvesting crabs, oysters, and various fish in the Bay as well as on the life of the Bay fishermen, known locally as "watermen."

Though not yet completed, the locally initiated Smith Island Center will focus on a broader set of themes in order to preserve and present the traditional life ways of Smith Island. Settled in the late 1700s, Smith Island is Maryland's only inhabited off-shore island and is home to 450 men and women who still earn their living from the Bay. Six major themes will be documented and presented by the community: Verbal Arts, Boats and Boatbuilding, Foodways, Working the Water, Cultural Landscape, and Religious Traditions. Janis Marshall, a long time Smith Island resident, discussed this grass roots effort with a Gloucester audience during the Gloucester Waterfront Lecture Series. (see appendix 1).

The inshore fishing methods and traditions of Chesapeake Bay are distinctly different from those of the North Atlantic Fisheries. These are two different stories that could be told without duplication.

Conclusion

The fisheries theme, in particular the story of the North Atlantic banks fishery, is not represented by any existing National Park Unit. Of National Historic Landmarks within this theme category, there are fifteen - thirteen fishing vessels and two whaling communities. The port sites represent the theme of whaling, which is distinctly different from the other fisheries. A fisheries subtheme of the Maritime Heritage NHL theme study is currently underway and several other vessels and shoreside processing plants will be put before the board over the next two years. None of these existing or potential NHL sites, however, interpret the story of U.S. fisheries in a comprehensive way. Because Gloucester possesses such valuable resources, including its archives, its visual documents--both paintings and photographs--its historic structures and vessels, and its living traditions from three centuries of continuous fishing, we conclude that the port is well suited to telling the story of the U.S. fisheries.

Commercial fishing, as it was practiced in other parts of the country, from the Chesapeake Bay to the Gulf of Mexico to the bays of Alaska, evolved distinct gear types and techniques in response to the differing resources and coastal conditions. This difference suggests that the fisheries theme in U.S. history has several distinct parts that can not be fully presented at any one site. However, Gloucester's fishing industry developed the earliest, and came to dominate the lucrative off-shore banks fisheries of New England. The North Atlantic banks fisheries helped to feed an expanding nation and build a national economy.

Thematic Structure

Few chapters in American history have the same depth and drama as that which traces the development of the first industry in America, the North Atlantic Fisheries. The broad outlines of this story are detailed with extraordinary events and remarkable people, such events as the international fishing-schooner races between Gloucester and Nova Scotia, the devastating storms of the 1850s that took hundreds of lives, and such people as the redoubtable Howard Blackburn who, after losing all his fingers at sea, returned to solo-sail across the Atlantic, not once but twice. The interpretive potential of this subject is compelling to say the least.

Interpretive themes in American history are outlined in the "Yellow Book" entitled: History and Prehistory in the National Park System and the National Historic Landmark Program. This guide is used by the National Park Service to assess the significance and interpretive potential of study sites in relation to other sites in the country. The port of Gloucester has a rich and diverse history that potentially could fall under several "themes, sub themes, and facets" identified in the National Park Service Thematic Structure. These are listed below with brief notes on how they might apply to Gloucester.

Theme II. European Colonial Exploration and Settlement

C. English Exploration and Settlement, 2. Settlement of New England

-- Gloucester as one of the first communities to be settled in New England.

Theme III. Development of the English Colonies, 1688-1763

A. Physical Development, 1. Growth of Previous Settlements -- The development and growth of separate parishes in Gloucester

D. Social & Economic Affairs, 2. Economic Affairs and Ways of Life

-- The transition from lumbering and farming to fishing in Gloucester



Figure 15 Howard Blackburn
(private collection)

Theme XII. Business

A. Extractive Industries, 5. Fishing

-- The development of the Atlantic fisheries primarily in Gloucester

B. Manufacturing organizations, 1. Food

-- The growth of a large scale marine food industry in Gloucester

Theme XIV. Transportation

B. Ships, Boats, Lighthouses, and Other Structures

-- The development of faster fishing vessels

-- The development of shipping by sea and by rail

-- The early development of aids to navigation

-- The establishment of one of the earliest canals in America

Theme XVIII. Technology

D. Tools and machines

-- Innovation and invention within the fishing industry:

F. Extraction and Conversion of Industrial Raw Materials

-- The development of new products from fish: glue, under-utilized species, etc.

-- New processing techniques which revolutionized industry, i.e. quick freezing.

Theme XXIV. Painting and Sculpture:

Sub themes: Romanticism, American Impressionism, Realism, Art Colonies, Regionalism

-- The efforts of numerous eminent American painters to record scenes of Gloucester's harbor and fishing industry through out its peak period in the 19th and 20th centuries:

Theme XXX. American Ways of Life

E. Ethnic Communities (including the Immigration Phenomenon)

-- The successive immigrant groups who came to Gloucester to man the fishing fleet and work the waterfront.

Theme XXXII. Conservation of Natural Resources

-- The impact of three centuries of fishing and pollution on marine resources

-- The past and present efforts to manage the Atlantic fisheries

The business of fishing (theme XII, subtheme A, Facet 5) clearly is the strongest theme and one not adequately represented in any other national park unit. All other themes outlined above could be considered subthemes in support of the main theme of fishing as a business--and, one should add, as a way of life.

Recent trends in historiography have moved away from box-like categories and have developed a more interconnected way of looking at our history. People as the primary agents of change are emphasized, as is process or change over time, rather than changes as isolated events. For such living communities as Gloucester, where social and economic and, even, religious activities

are so interconnected, this new approach seems more useful and should inform an approach to interpreting Gloucester's history.

Interpretive Themes

Interconnected interpretive concepts for illustrating the history of the Gloucester fisheries are listed and discussed below.

History of the Atlantic fisheries

This interpretive concept would trace the development of the Atlantic fisheries along the eastern seaboard, from the Native American and early European fishing camps along the coast of Maine and Massachusetts Bay to the development of Gloucester as a powerhouse in the 19th century fisheries, through the technological transition period in the early 20th century and the gradual decline which followed, and up to the precarious present, with the fishing industry struggling through yet another historic transition.

The business of fishing

This interpretive concept would explain the complex and vertically integrated components of the fishing industry. Rather than focus exclusively on fishing--the most visible and the most romanticized aspect of the business--all facets of the industry would be illustrated, from the supplying of ice, water, and salt, to the processing, packaging, and marketing of fish. The vast variety of fish products and their contribution to feeding a nation would be explored.

Fishing vessels

This interpretive concept would examine fishing vessels, their design, construction, and outfitting, throughout the eras of both sail and engine. The evolution of vessel form would be explored, from the early colonial ketch to the schooner, allegedly invented in an East Gloucester boatyard in 1713. A succession of schooner types would be examined: the high-decked Heeltappers of the 18th century, the smaller Chebacco boats of the early 19th century, the immortal Pinckys that survived into the 20th, the well smack with its live fish hold, the sharp shooters, and so on up to the knockabout invented just before the advent of the auxiliary engine. The revolutionary development of auxiliary power and the 20th century transition from sailing schooners to diesel-powered draggers would be explored.

While many of the local sailing vessels were built in the three or four active Gloucester shipyards, including one owned by a John Bishop in Vincent Cove, it should be noted that most of the growing Gloucester fleet (300 strong by the Civil War) was produced by the 15 or so shipyards in the adjacent town of Essex (Story, Frame-up). The Essex Shipbuilding Museum, founded in 1976 by the Essex Historical Society, does a fine job of interpreting this history despite the museum's cramped quarters in the former Essex Central School House (1835). The museum is in the process of purchasing the historic Story Shipyard where the society hopes to build a new museum facility in the future. Rather than duplicate that interpretive effort,

Gloucester should consider introducing visitors to the shipbuilding story, then directing them down the road to Essex where it occurred and can still be seen.

Fishing technology and innovation

This interpretive concept would follow the development of new technologies in such areas as navigation, fishing gear and processing. Fishing gear and practices would be explained, from the hand lining of early European settlers to the dory trawling and purse seining of the 19th century, and the otter trawling of the 20th century. Such episodes as the invention of flash-freezing by Clarence Birdseye, its rapid development, and its resulting impact on the processing and marketing of fish, demonstrate innovation and adaptation within a growing industry. The four technological revolutions which most transformed the industry--the purse seine, dory trawling, the otter trawl, along with steam and diesel engines, and the quick-freezing process--would be highlighted. (Garland, Down to the Sea).

The experience of work

This interpretive concept would convey to visitors an understanding of the fisherman's life on board a vessel, the processor's work in the processing sheds and the lumper's work on the docks (a lumper is a person who off-loads the catch from the boats and moves the product to the processing area).

Perils at sea and lifesaving

Fishing was and remains one of the most dangerous industrial occupations in the nation, more perilous than mining. All told, some 8,000 to 10,000 Gloucester souls have gone down to the



Figure 17 Jigging from the rail (Goode's Fisheries)

sea in ships never to return again; their names cover two towering walls in Gloucester's City Hall. In one gale alone, 13 ships sank on Georges Bank with all 143 hands on board. This interpretive concept would document these losses and the community's response, from the establishment of lifesaving stations and lighthouses along the coast, to the founding of the first fishermen's aid societies.

Resource conservation

This interpretive concept would explore the biology of fish, their natural habitats, and the effects of pollution and over-fishing. Past and present efforts to manage both the fish stocks and the ocean environment for long-term use would be explored.

Immigration

This interpretive concept would portray the people of various nationalities who came for job opportunities in the fishing industry beginning in the 19th century, the Portuguese, the Irish, the "Newfies" from Newfoundland, the Sicilians and others. Like many seaports, Gloucester became, and has remained, a multicultural community, with new immigrants continuing to arrive each year. Even today, close to eight percent of the population is foreign-born, and foreign languages continue to be spoken in the streets and on the boats.

Family, community, and religious life

There are innumerable facets of family, community, and religious life that could be explored (taking care not to invade the privacy of individuals or groups in Gloucester). For example, the role of women in the fishing community and the contribution of women's organizations, such as the Fishermen's Wives Association, could be highlighted. The central place of the church within the fishing communities and the importance of religious festivals, such as the St. Peter's Fiesta and the Blessing of the Fleet, are very moving subjects.

The arts

Thanks to the painter's brush, the etcher's stylus, and the photographer's lens, Gloucester is one of the best-documented harbors in the country. Before the advent of photography, the general appearance of the harbor and its vessels were captured on canvas by a long succession of great American artists. These paintings in a sense are historic maritime resources, just as much as any vessel or wharf that may remain. This artistic body of work could be used in various ways (reproductions, films, exhibits, etc.) to illustrate the appearance of the fishing industry over time. The evolution of American artistic styles in response to a single place could be traced as well.



Figure 16 Launching, Vincent Cove, Gloucester, 1902, (Thomas collection)

Interpretive Strategies

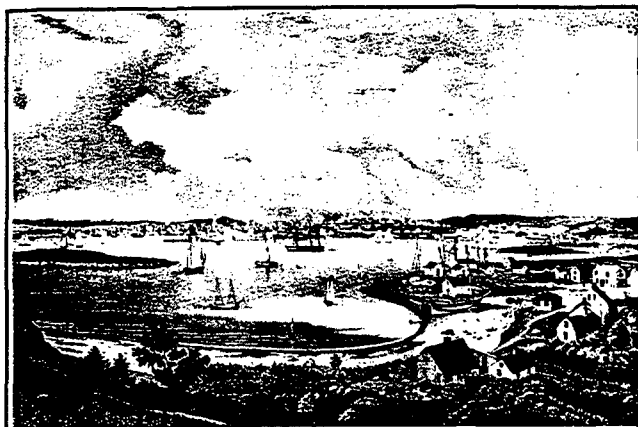


Figure 18 Fitz Hugh Lane, View of the Town of Gloucester, 1836 (CAHA Collection)

Past and Present

The harbor should be allowed to speak for itself. Unlike certain well-preserved historic sites that have ceased to adapt to change, the Port of Gloucester is still alive and evolving. It provides shelter to an active fishing industry today, as it has for 350 years. Though many of the remaining historic resources are at risk in this industrial landscape, the ongoing activity of fishing offers a rare opportunity to observe and learn about an ancient occupation.

Any effort to interpret our fishing heritage should take full advantage of the presence of the modern fishing industry. An approach to historic interpretation that compares the modern fishing industry (its harbor setting, vessels, techniques, society, etc.) to past eras would be compelling. For example, the old knockabout schooner *Adventure* could be interpreted side-by-side with a modern steel-hulled dragger and would help visitors to understand certain processes that have not changed all that much over the decades, as well as those that have changed radically, for example, navigation. The emphasis would be on the evolution of fishing vessels and techniques up to the present, on the “why” and “how” of change and not simply on the “what.”

A Gloucester Harbor Walk

Although the best way to understand the fishing industry is by seeing it in action, much of the waterfront is inaccessible and disorienting to visitors. While one can see the fishing fleet arrive and depart from certain points, such as St. Peter's Park, you can not see the processing operations or understand how the vessels are outfitted for sea. A harbor walk could solve this problem by guiding visitors to places from which the fishing industry can be observed and understood without it being interrupted. Such a path would not follow the shoreline continuously, but would touch the water's edge at key points.

A carefully laid out harbor walk would help to accommodate and distribute visitors to Gloucester's significant sites without concentrating them at any one place. Just as importantly, it would direct visitors away from dangerous or private areas of work. It could be linked with other historic paths, such as an historic district walk in Central Gloucester, a modern industry route along part of the newly expanded state fish pier, or a “painter's path” on Rocky Neck.

The participation of business owners along the harbor would be critical to the success of a harbor walk. Assembling the requisite rights-of-way for a maritime trail would be essential, of course. In addition, some business owners, including those who own vessels, could offer tours at certain times of the year, for example during harbor festivals. More informative and

attractive signs to identify businesses and their products could be produced. Businesses could support the production of interpretive plaques to be placed on or near their sites.

Interpretive Centers

Any new interpretive center in Gloucester should not duplicate what the Cape Ann Historical Association has already done so well with its fisheries exhibit or could do better in a museum setting. A new center should be a place to orient visitors to Gloucester and to prepare them for further exploration throughout the historic districts, along the waterfront itself, and at the Cape Ann Historical Museum. Ideally an "orientation center" would be located at the harbor's edge and provide a starting point for a harbor walk and ferry tour.

Gloucester does not yet have a place where the process of fishing is explained in depth; where the modern industry that grew up after the war is presented; where the fish, which the industry relies upon, can be seen (and tasted); and where people can become directly involved in the history and experience of fishing through working with the objects and talking with the people involved. The Museum of the Atlantic in Lunenburg, Nova Scotia, provides excellent interpretation of these themes (see trip report, appendix 3). Rather than treat the subject of the fisheries in a broad generic way, as is done at the Museum of the Atlantic, a Gloucester center could focus on the particular history of the Port of Gloucester and on the individuals, families and companies that worked there. This specific history would lead to a more concrete appreciation of the American fisheries.

No museum or interpretive trail could begin to replicate the reality of the contemporary fishing industry in Gloucester, its sights, sounds, and life. The present industry provides a window into our past even as it strives to steer a course into the future. The survival of this industry and way of life is important to future efforts to interpret the American fisheries in Gloucester.

Main Street Exhibits

Large stand-alone interpretive centers or museums cost millions to construct and even more to operate. In a time of limited fiscal resources, developing the facilities and staff to operate new interpretive programs can be very difficult, as those who have been involved with the recent Cape Ann Historical Museum expansion can attest. However, there are simpler and less-expensive approaches that can be used to interpret the history of Gloucester.

One such approach would be to enlist the assistance of merchants, restaurateurs, and other business people in an effort to present various facets of the history of the harbor on or near their premises at certain times of year--for example, during the St. Peter's Fiesta or a Gloucester chowder fest. Merchants who deal with customers on a daily basis and know how to present information to the public would also be the ones to benefit most immediately from an increase in visitation to Gloucester.

Graphic exhibits and information about Gloucester history could be displayed in a variety of coordinated ways. Shop windows are the most obvious place for temporary displays, though products would compete for space. Alternatively, the city might permit specially designed kiosks

to be placed on the sidewalk in front of store premises at certain times of year. Exhibits on Gloucester history could then be displayed up and down the street with the sponsoring shops identified on each kiosk.

Individual displays might be designed to fit within standard frames, which then could be assembled into a larger exhibit structure. This larger assemblage could then travel around the city and be erected temporarily in public spaces, such as a vacant storefront or in a school to capture different audiences. It could even travel to other parts of Cape Ann and the North Shore. Expert assistance would probably be required initially to design, produce, and test a flexible exhibit system. Design assistance might be obtained from local artists. The contents of the exhibits themselves could come from community members and could be updated yearly just before an annual festival.

Though presentation quality and historic accuracy is important, not all the exhibits need be produced by professional historians and graphic designers. Grade school students could be recruited to draw pictures of their view of fishing for display. High school history students could research some facet of Gloucester history or interview folks they know in the fishing business. and select quotes or compose text for simple history "signs" to be posted along Main Street. These could be the products of a yearly Gloucester history class in the schools. As the Young Men's Coalition, a local youth group, has demonstrated with the St. Peter's photographic exhibit, there are many other ways in which youth can be involved in rediscovering and sharing the history of their community with others.

A pleasant place full of variety and interest for pedestrians, Main Street is one of Gloucester's greatest assets. This exhibit approach would build on that strength by making Main Street the locus of interpretive efforts regarding the harbor, a kind of linear museum. Of course, visual and physical links to the harbor would be critical to the success of any Main Street interpretive program.

In addition to window or kiosk displays on Main Street, restaurants that are on or near the harbor might have a second set of "menus" or descriptive placemats depicting the way certain fish are caught or portraying the types of vessels in the harbor. Actual objects from the fisheries could be displayed and described, as has already been done with a seine fishing dip net at a local Gloucester bank. There are numerous ways in which the community of Gloucester merchants could get involved with interpretive efforts.

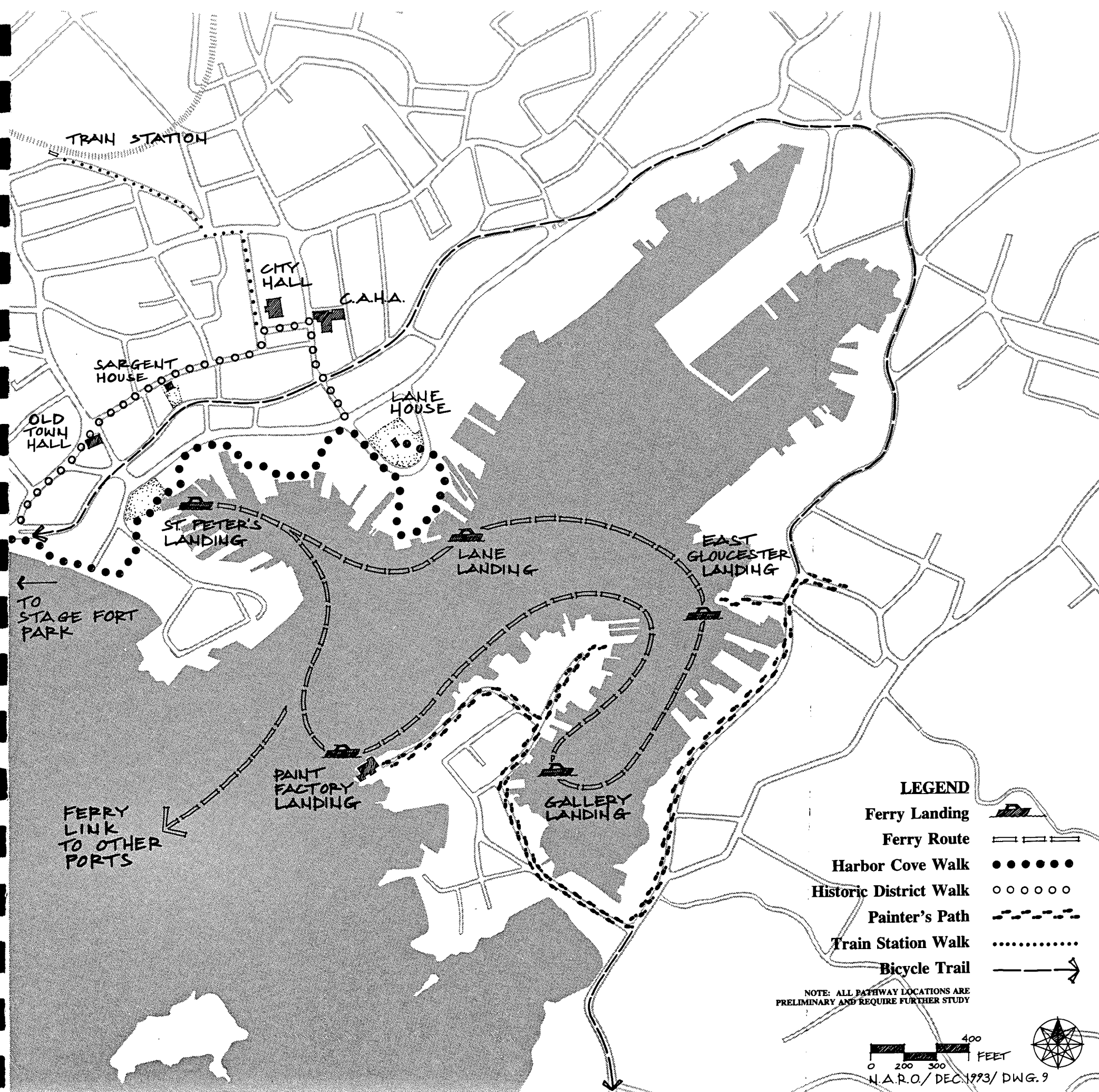
Collections

While the mission of orienting visitors and interpreting the waterfront directly should be a high priority, gathering a collection of artifacts to help explain the development of the modern fisheries should not be postponed. The Gloucester fishing fleet is one of the oldest in the nation and represents the evolution of the auxiliary powered fishing vessel since its beginnings. Vessels are very transitory artifacts. The hundreds of wooden schooners that once crowded the wharves of Gloucester are all but gone (with one outstanding exception, the schooner *Adventure*.) The generation of wooden draggers that followed the schooners has dwindled in number and will be either sold off, scuttled, or left to rot if nothing is done to save the best of them. Due to the current fishing crisis, older vessels and artifacts in the harbor could disappear by the turn of the century. If high ceiling space could be found in one of the immense warehouses on the waterfront, fishing boats representative of different eras and types could conceivably be bought as they were retired from use and stored indoors. Proper long-term conservation for future generations could take place and an interpretive program built around these valuable artifacts of the American fishing industry. At a minimum, a photographic record of the Gloucester fleet should be undertaken as soon as possible.



Figure 19 Schooner *Adventure*
(Adventure brochure)





Alternative Trail Routes

LEGEND	
Ferry Landing	
Ferry Route	
Harbor Cove Walk	
Historic District Walk	
Painter's Path	
Train Station Walk	
Bicycle Trail	

NOTE: ALL PATHWAY LOCATIONS ARE PRELIMINARY AND REQUIRE FURTHER STUDY



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VI. Feasibility





FEASIBILITY

Introduction

As mentioned in the introduction, to be feasible as a potential new unit of the National Park System, an area must convincingly meet several standards. It must be of sufficient size and appropriate configuration to accommodate public use and ensure the long-term protection of resources. It must have potential for efficient staffing and administration at a reasonable cost. Land ownership must be assessed and acquisition and development costs must be reasonable. Access and parking must be sufficient for visitors and all other infrastructure must be of sufficient capacity to support the unit. Public interest and support must be sufficient to support National Park Service involvement in the preservation and interpretation of their cultural resources.

Public Interest and Support

The possibility of establishing a traditional National Park Unit on the waterfront of Gloucester was met with healthy skepticism by members of the community, as was the Special Resource Study itself. Members of the fishing community continue to have reservations. Because they and their work environment would be a focal point of interpretive efforts, their opinions on this subject are most important.

There are a number of perfectly valid and appropriate reasons for skepticism. Gloucester's relative geographic isolation along the coast, her tight-knit ethnic neighborhoods, and the independent lifestyle of those involved in fishing have combined over the years to breed a particular distrust of outside influence. While many communities up and down the coast have been transformed by growth and "gentrification," the demographics of Gloucester have remained steady for the better part of a century. Until the 1950s, when Route 128 was extended to Gloucester, the bridge at the Blynman Canal was the only land connection to the outside world.

To this day, Gloucester citizens refer to those from "beyond the cut" when talking of outsiders and remain very protective of their community. Isolation is preservation in the eyes of many in Gloucester. A National Park Service presence in Gloucester, and the influx of additional visitors which would result, is perceived as a threat, and there is no doubt that such a presence would, indeed, change the "feel" of this mostly working class community.

The tight-knit neighborhoods and extended families of Gloucester have had direct ties to the fishing industry for generations. As the last of the hunters, fishermen are self sufficient and independent. They work alone most of the time in a vast and hostile environment, and rely on their own skills to survive and to provide for their families. Though far fewer men pursue fishing today, self-determination and independence remain characteristic of the Gloucester community. Despite the danger and the long hours involved, fishermen are very committed to

their occupation, a livelihood and way of life which is increasingly difficult to sustain as fish stocks dwindle.

The National Marine Fisheries, a federal agency, is becoming involved by necessity in the management of the ailing fisheries with direct impacts on the livelihood of fishermen. The prospect of another federal agency, i.e., the National Park Service, involving itself with the waterfront is viewed with some suspicion by the group most closely associated with this resource. Any sustained sharing of control and responsibility with an outside agency for purposes of preservation would probably be difficult to achieve in Gloucester.

Would a standard approach to preserving the artifacts and interpreting the story of the fisheries in Gloucester subtly change the character of this living community? Despite the national significance of Gloucester, which is apparent to any maritime historian, the inhabitants of Gloucester are largely unaware of it; they have been described by many as "unselfconscious". If this is a quality worth preserving, then having a high-profile National Park Service presence in Gloucester, including uniformed rangers leading tours of the harbor, would undermine it.

We therefore conclude that a traditional NPS unit would not adequately recognize or preserve the cultural resources of most importance to Gloucester residents--their identity and the traditions that have evolved over many generations.

However, this is not to say that the fisheries heritage of Gloucester should not be protected or interpreted--far from it. It is only to say that the National Park Service should not have the lead role in this effort. Strategies for managing the historic fisheries resources of Gloucester will be discussed under Heritage Management Initiatives.

Site Size, Configuration, and Administration

The issue of visitor "carrying capacity" (the ability to absorb increased visitation without detrimental impacts to the resources) is a critical one, especially in a working community such as Gloucester. Is the suggested "Maritime Heritage Area," introduced at the beginning of the report, of sufficient size and configuration to accommodate visitors while also ensuring the long-term protection of historic resources (see Maritime Heritage Area map)? The suggested district (Harbor Cove and Harbor Loop, Ten Pound Island, Rocky Neck, and a stretch of the East Gloucester shore) covers a combined land area of approximately 60 acres, including piers, with well over half of this land area located on the Central Gloucester side of the harbor. The linear sites front onto the inner harbor with about two miles of coast line. For any historic-preservation efforts to be effective, it would be important to provide sufficient breadth and depth to these sites to protect the resources and to control unsympathetic development if appropriate. Both sides of the frontage roads (all of the waterside and a strip one lot deep on the landward side) are therefore contained within the boundaries of this proposed district.

The complex configuration of the district and the variety of historic and natural resources within it have always provided a rich experience for visitors to the harbor. Each summer, thousands of artists visited Gloucester during the late 19th century, and today hundreds still flock to the shores of the inner and outer harbor to paint.

As one would expect of a district which grew from the water's edge, the historic fabric of the fishing port--the piers, seawalls, fishing vessels, sheds and marine railways--can most easily be seen from the water. The majority of Fitz Hugh Lane's works were painted from this point of view. The fisheries district is far less understandable from land-side roadways. The complex of piers at the base of "The Fort," for example, are completely screened from view by a continuous wall of industrial buildings. One must cross to the other side of Harbor Cove or take to the water to get an unobstructed view of these piers.

Land connections between the sites are circuitous at best, or absent in the case of Ten Pound Island, making visitor accessibility and efficient administration problematic. However, approaches by water to the various sites is perfectly straightforward, as one would expect of a port. This condition is well illustrated by the prominent Wonson Paint Factory on Rocky Neck which is easily accessible by water but is connected to the rest of Gloucester by the thinnest of threads - a 600-foot, one-lane dirt road, a residential street, the "neck" of Rocky Neck, and the snaking East Main Street. It is the harbor itself, the water surface, that knits together the parts of the district more so than the land.

Acquisition and Development

The recent completion of 64 new boat slips at the State Fish Pier (see Gloucester's Inner Harbor map) coupled with an ongoing decline in the number of fishing vessels, may lead to a gradual vacating of the Harbor Cove area, the historic heart of the fishing industry in Gloucester. Acquisition costs of property fronting on Harbor Cove would probably continue to be quite low in the foreseeable future, whereas development costs could be quite high, depending on the condition of pier infrastructure and susceptibility to flooding. Because it is one of the few sheltered deep-water ports along the New England coast, Gloucester has been made a Designated Port Area (DPA) by the State Coastal Zone Management Agency (CZM)). This designation limits the use of land within the DPA to water-dependent commercial use and ensures future access for industry to deep-water ports. A land use and regulatory analysis is presented in the Urban Harbors study which accompanys this report (appendix 5).

Acquisition of property in the Maritime Heritage Area as a strategy for the preservation of cultural resources relating to fishing would be counterproductive if it led to the cessation of fishing activity. Such facilities as the Gloucester Marine Railways have been maintained in working order for well over a century and a half because of their value to the industry. Ending the traditional use of such facilities would diminish their historic and interpretive value. Photographic displays of the working waterfront are fine as far as they go, but there is no

substitute for seeing a trawler being hauled out on the ways for repairs. Strategies for ensuring the survival of traditional uses in the Fisheries Heritage Area during this protracted downturn in the industry should be explored.

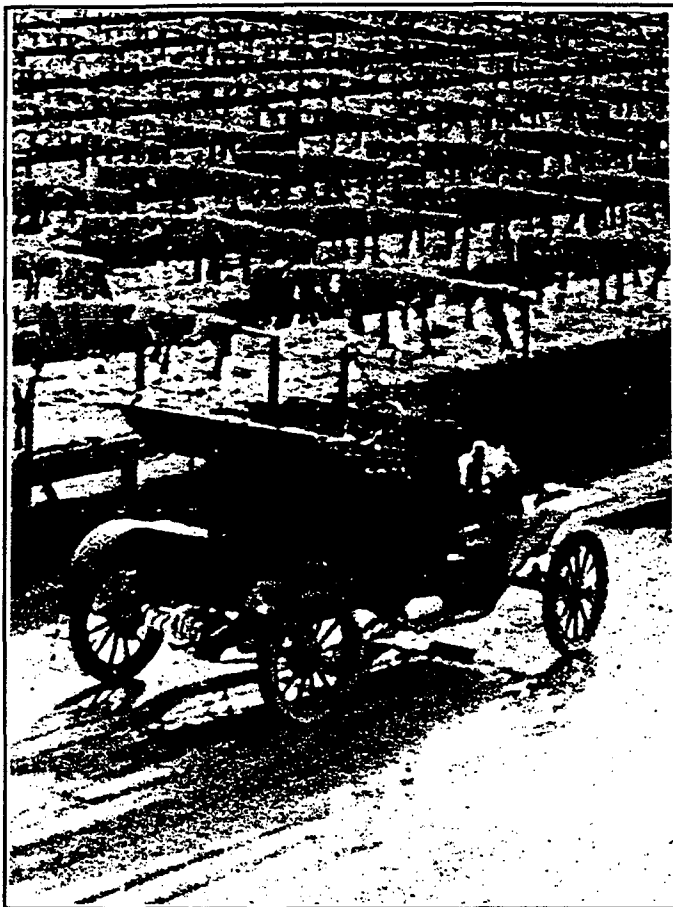


Figure 20 Car and fish flakes, E. Main St.
(CAHA Collection)

Access & Circulation

The success of the Fisheries Heritage Area as a visitor destination would depend to a large extent upon adequate access. Implementing an access, parking, and signage strategy should therefore be a high priority. One would expect the dispersed nature of the historic sites to distribute visitation along the waterfront rather than concentrate it at any one point. However, given the fact that the automobile is the prime mode of travel around the harbor, several dead ends and bottlenecks work against distribution, particularly in the vicinity of Rocky Neck and Commercial Street. This problem will not be mitigated in Gloucester until visitors can be enticed, by every means possible, to leave their cars and walk.

Vehicular Access

Given that Gloucester's confusing street pattern has evolved over centuries and has had to conform to complex geography, there is a tremendous need to designate a clear way in and out of town for first-time visitors in particular. Any access strategy must recognize that the Gloucester waterfront is not the sole destination for many visitors to Cape Ann, with the exception of some whale watch and sport fishing groups. Many come to visit the beaches, to "do the loop" (Route 127 around the shore of Cape Ann), or to visit Rockport. An understanding of where visitors come from, how long they are staying, and where they are going next would need to be developed through a visitor survey. One obvious question would be how many visitors currently by-pass Gloucester on their way to Rockport and how many of these would be tempted to stop if invited to do so.

Gloucester's downtown, unlike any other on the North Shore, is directly served by Route 128, a divided limited-access highway that ties into the interstate system. Route 128 circles the Boston metropolitan area before heading east to Cape Ann, where it ends at Rogers Street, about a third of a mile from both the Harbor Cove historic district and the East Gloucester historic district. Choosing what exit to take off of Route 128 to approach the harbor can be very disorienting to visitors. There are at least three choices: A.) following 128 to the very end, B.) exiting after the Route 128 bridge at Washington Street, and C.) exiting well before the bridge at Route 133.

A.) Route 128 terminus: Following Route 128 all the way to its end at East Main Street and Bass Avenue has the advantage of distributing visitors to either side of the harbor (East Gloucester or Central Gloucester) and not drawing additional vehicular traffic through the downtown. For the many visitors who intend to drive on to Rockport with a stop in Gloucester this approach might be best.

For some drivers, the two traffic circles on 128 can be daunting. The Massachusetts Highway Department is considering a redesign of the first intersection after the Route 128 Bridge with the possibility of eliminating the circle. The multiplicity of choices and complex intersections in the vicinity of Eastern Avenue and Bass Avenue are confusing. These two intersections have been identified by the Gloucester Community Development Plan of 1990 as "Gloucester's worst bottleneck." Conflicts with tractor trailer trucks which also use this access route are a concern. These conflicts occur further along Rogers Street, particularly in the area of Commercial Street, where tractor trailer trucks idle for long periods of time waiting to pull into their loading docks. Remote parking areas for such vehicles, with a radio-dispatch system, has worked elsewhere in the country to alleviate this problem, a solution that has been suggested but never tested in Gloucester.

B.) Grant Circle approach: Access is also possible by exiting Route 128 at Grant Circle after the bridge and following Washington Avenue. A modest sign directs visitors to use this route to reach the downtown. There is a certain satisfaction to crossing over the Route 128 bridge, which spans the Annisquam River and provides splendid views; one has a sense of arrival onto the peninsula and the easy turn down Washington Street immediately introduces visitors to the

density and fabric of the city. A stronger landscape design treatment of the periphery and center of Grant Circle could reinforce this sense of arrival.

The trouble comes near the end of Washington Street, where the connection to Rogers Street is confused with a tangle of narrow streets and one-way connections. Here Middle Street leads down to the boulevard with the "Man-at-the-Wheel" statue and a splendid view of the open ocean. Visitors might be encouraged to take advantage of this scenic view before returning to Rogers Street and the inner harbor.

C.) Route 133 approach: The Route 133 exit from Route 128 occurs before reaching the bridge three miles back from the Washington Street exit and winds its way for several miles through an outlying residential district before reaching Stacy Boulevard on the outer harbor. While the opportunity to travel along the scenic boulevard is a pleasure, the Blynman canal drawbridge can cause major backups during summer months. The Coast Guard has identified this drawbridge as the busiest on the East Coast. Improvements to the bridge currently underway should help improve traffic circulation. However, anyone wishing to visit the East Gloucester or Rocky Neck sites or to obtain parking further up on Rogers Street would have to drive through Gloucester's downtown, thus increasing congestion.

Parking

There are approximately 715 metered parking spaces in downtown Gloucester, half short-term two-hour meters, and half long-term 10-hour meters. Many of the 350 10-hour meters are located within the maritime heritage district in the vicinity of the Harbor Loop and the Fitz Hugh Lane House. In addition, privately operated lots for public use are also available, such as one at Star Fisheries that can accommodate up to 100 cars. Both the Community Development Plan of 1990 and the Harbor Plan of 1992 have stated that there is insufficient parking in the inner harbor area.

The establishment of remote parking facilities has been suggested near Grant Circle, Blackburn Circle, and at Stage Fort Park, with public transportation links to the downtown and waterfront areas during the peak-use summer months. Existing lots, such as those at Fuller School and Stage Fort Park, could possibly be used. Up to 120 spaces could potentially be provided in the vicinity of the old Babson House on Grant Circle. This arrangement would be similar to one in Rockport, where the Rockport Public Works Department parking lot is used for visitor parking on weekends with a tour trolley connection to the downtown.

Parking in the vicinity of the East Gloucester and Rocky Neck sites is limited to such an extent that alternative public transportation modes must be considered for access to these sites if an increase in visitation is anticipated.

Public Transportation

The Cape Ann Transportation Authority runs buses between Harbor Cove and Rocky Neck but they have limited stops and depart on average only once an hour, an insufficient service for attracting a strong visitor ridership. Open-sided trolleys are operating successfully in Salem,

Newburyport, and Rockport. Private operators, such as the Cape Ann Travel Company, which operates trolleys out of Rockport three miles away, might be interested in extending service to the inner harbor of Gloucester if a route were developed with attractive stops and the service was well publicized.

Gloucester is served by the MBTA Commuter Rail with twelve trains per day. The trip from Boston to Gloucester takes about an hour. Inadequate parking at the train station, poor orientation and signage, and a lack of pedestrian amenities along Railroad Avenue diminish the visitor experience. With proper improvements to the train station and stronger connections to the downtown and waterfront, train travel to Gloucester could be promoted.

Ferry Service

Another transportation strategy in keeping with the historic harbor setting would be ferry service linking either side of the harbor. Water transportation could provide two types of "access"

1) visual access to the historic piers and structures, as well as an opportunity to see the contemporary industry at work, and 2) direct pedestrian access to the various parts of the historic district. A century ago, a small steam boat, the Little Giant, used to provide shuttle service between Duncan Point near the Gloucester Marine Railway, Rocky Neck, and East Gloucester. In more recent times, the Dixie Bell during the summer months offered hour-long tours of the harbor and a daily two-and-a-half-hour circumnavigation of Cape Ann. If demand were demonstrated or created, and access provided to public landings at key sites, operators of private ferry boats might be interested in reestablishing a shuttle service within Gloucester harbor and, perhaps, to other ports.

A pilot project could be undertaken in Gloucester Harbor to test the demand for public transportation by water and land. A regular shuttle service by ferry and by trolley could be developed between several sites in the harbor during a special event, perhaps for several weekends during a Gloucester heritage month. If well advertised in advance and linked to some interesting activities, visitors might come to Gloucester for a longer period than the 15-minute stop at the "Man-at-the-Wheel" statue which seems to be the norm. Convenient parking, the promise of regular, safe, and interesting modes of public transportation, and well-marked pedestrian trails to interesting places might be enough to lure people from their cars for a morning or afternoon. For a few weekends a year, the harbor should be easily accessible to the citizens and visitors to Gloucester and once again become the focus of the city.

Shop owners and restaurateurs on either side of the harbor might support such an effort by giving discounts to shoppers arriving by alternative modes of transportation. If, by chance, a publicly sponsored trial ferry service attracted a significant ridership, private ferry operators would be more inclined to provide long-term service for profit. Implementation of such a system would build on Gloucester's many strengths, her fleet of small vessels, her entrepreneurial mariners, her numerous landing sites, and her complex and fascinating harbor.

The Essex Heritage Initiative is a National Park Service-sponsored effort to identify and promote ties between the historic resources of Essex County. The Essex Heritage Initiative has suggested

the establishment of ferry service to link Essex County ports from Lynn and Salem to Newburyport and up the Merrimack River to Haverhill. This idea is discussed in the Initiative's Action Plan, which is currently being drafted. Given adequate access to various ports and markets, the whale watch operations in Gloucester are well positioned to satisfy demand for such long-range ferry service. Some of the whale watch operators in Gloucester have already established tour routes to other ports--Provincetown and Boston--and some are contemplating adding other ports to their routes, such as Salem. In order to lessen risk and encourage private investment, a feasibility study might be undertaken to examine a variety of issues, including docking facilities and seasonal market demand for ferry service.

Bicycle Routes

During the summer, many people come to Cape Ann to bicycle along the shore. Many follow the 20-mile loop of Route 127 & 127A, which can be completed in a morning or afternoon. In addition, the Dogtown Commons, owned in large part by the City of Gloucester, provides hundreds of acres of conservation land for mountain bicycling and hiking. Because of the dispersed nature of Cape Ann's attractions, and the lack of parking and roadway capacity, bicycling should be a natural choice for visitors during the summer months. Even those who wish only to explore Gloucester's harbor, especially the stretch between Stage Fort Park and Rocky Neck, would do well to use a bicycle to avoid the traffic and to cover the considerable distance involved, over three miles.

However, bicycling in Gloucester has its perils. The excessive width of Rogers Street encourages something of a free-for-all for tractor trailer trucks and automobiles. The lack of designated bicycle lanes and the narrow shoulders along parts of the Route 127/127A loop pose a safety hazard for bicyclists and motorists alike. Though there are numerous points of entrance into Dogtown Commons from Route 127, few if any of are so designated and marked, and once inside the area visitors are easily disoriented and lost.

Despite these challenges, bicycling should be encouraged on Cape Ann through designated and properly signed bicycle routes. For instance, an interior Cape Ann Bike Way from Magnolia in the south, to Halibut Point at the northern-most tip of the Cape could be developed (see Alternative Trail Routes map). This route would link the two great wilderness areas of Gloucester on either side of the Annisquam River, Ravenswood and Dogtown Commons. Along the way one would encounter a tremendous variety of natural and built landscapes from the valleys of Ravenswood to the dense hilltop neighborhoods of Central Gloucester, and from the interior wilderness of Dogtown Commons to the granite-bound vistas of the Babson Farm quarry on Halibut Point.

Pedestrian Routes

Despite the confusion of its ancient street system--or, perhaps, because of it--Gloucester is a wonderful place to walk. For the adventurous, the process of becoming lost and found again as one wanders the byways of Gloucester searching for a familiar landmark, a church steeple or a distant view of water, is a delight. Main Street, which used to front on and follow the curving shoreline of the inner harbor, is one of the most "pedestrian-friendly" streets in Essex

County. Everything about Main Street adds to its charm--the way it turns, climbs, and falls like a "snake in the sun" according to the great Gloucester poet, Charles Olsen; the narrow width of the street and the generous sidewalks, the variety of facades and consistency of building scale, and the occasional tightly framed views to the waterfront.

Unlike so many other cities, including New Bedford, Fall River, and Boston, where multi-lane highways have severed the city from the sea, Gloucester's waterfront was not cut off from its downtown by urban renewal. Rogers Street is not a high-speed multi-lane highway, but it still acts as something of a barrier, real and psychological, to pedestrian movement between Main Street and the waterfront. Half a century before its dramatic transformation by urban renewal, Rogers Street was considerably more narrow than Main Street (40 feet as opposed to 60) and was lined with buildings on both sides. With piers lining the harbor and an active fishing fleet, one can imagine the traffic jams and constant din on Rogers Street must have been like, but at least a fisherman could still step off his boat and cross the two-lane road with relative ease.

During the 1960s, Rogers Street was realigned, widened and doubled in length to serve tractor trailer trucks arriving by Route 128, an investment in infrastructure considered essential to the survival of the fishing industry. An entire district of older fishing structures unfortunately was leveled in the process. Most people agree today that a better balance should have been struck between engineering for trucks and design for pedestrians, between wholesale industrial redevelopment and historic preservation.

To reconstruct a comfortable pedestrian environment along Rogers Street, the building edge would need to be built up again and pedestrian amenities reintroduced. Some of the amenities found on Main Street, broader sidewalks, custom benches and lights, restrooms, and clearly marked cross walks, could be introduced to Rogers Street. Equally important are the pedestrian links between Main Street and Rogers Street and between Rogers Street and the harbor's edge. It should be possible to walk from Main Street to the edge of the harbor with ease. A Harbor Walk concept is discussed under the Interpretative Strategies section earlier in this report.

Threats to the Resources

The historic evidence of Gloucester's great past is threatened today as never before. The virtual collapse of many North Atlantic fish stocks and international competition have resulted in a contraction in the fishing industry over the last few decades. If fishing and associated businesses continue to diminish over the balance of this century - a trend many have predicted with the new federal restrictions on fishing (see appendix 5) - any remaining historic fabric on the waterfront will be at increased risk from opportunistic development or neglect. The material legacy of this oldest American industry will be dispersed, and an entire way of life will be lost to future generations, without documentation.

The historic resources of active industrial settings are perpetually exposed to the erosive effects of both man and nature. Too much intervention, as occurred during the urban renewal efforts of the 1960s, can result in the wholesale destruction of historic fabric. On the other hand, too little ongoing investment in the infrastructure of industrial districts can lead to the disintegration of historic fabric. This is particularly true in waterfront settings where natural forces, for instance, ice, winter storms, marine worms, can reduce a pier to ruins within decades or within a few hours.

Disinvestment and outright abandonment are what threaten Gloucester's historic resources today. The best preservation strategy in this port may be to encourage the ongoing traditional use of historic facilities, such as the Gloucester Marine Railways. Had this marine railway, located on Duncan Point, not been continually used since its construction in 1849, it would undoubtedly be buried under asphalt, a fate that befell the Steele and Abbot (or Parkhurst's) Marine Railway a few piers down.

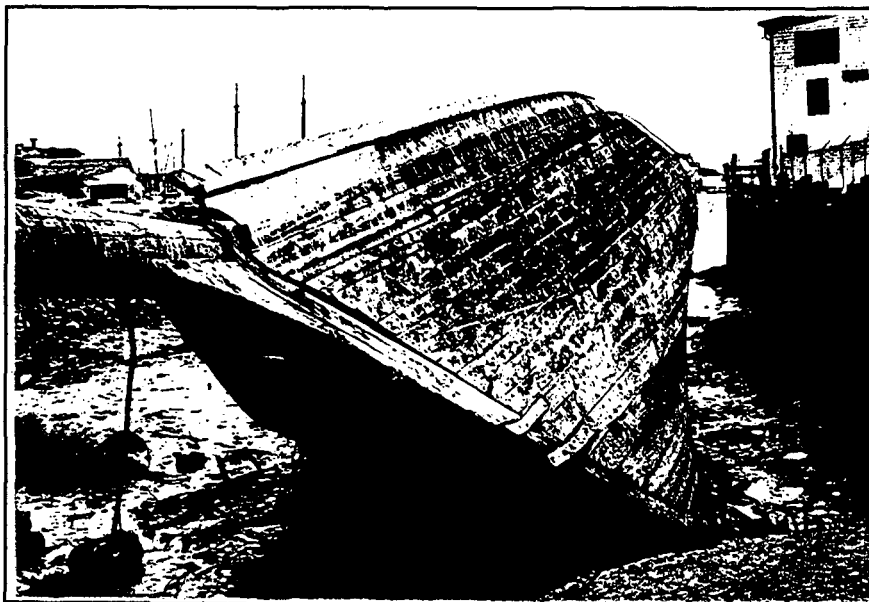


Figure 21 The Schooner *Claudia*, Vincents Cove, Gloucester, (The Mariners' Museum)

With owner/captains financially overextended, and the catch diminishing, Gloucester's aging fishing fleet is particularly at risk of being sold off or scuttled. This fleet includes working wooden fishing vessels, one built in 1925, which represent the transitional era between the age of sail and that of auxiliary power. Like the sailing schooners before them, they will soon vanish if no effort is made to ensure their preservation. Though designated a

National Historic Landmark, the last of the Gloucester knockabout schooners, the *Adventure*, is in poor shape. A non-profit group founded in 1988, The Gloucester Adventure, is struggling to complete restoration work to preserve her hull and keep her afloat.

If the preservation of maritime resources often depends on sustained use, then Gloucester is in double jeopardy. Fishing as a way of life has been slipping away in recent years, resulting in the loss of such intangible resources as the traditional trade skills handed down from father to son and the community traditions connected with the fisheries. An older generation of fishermen will also be retiring soon; their stories will vanish with their passing if efforts to record them are not made soon. The last time this was done was in the 1960s when Peter Anastas and an associate collected and published the oral histories of a cross-section of Gloucester citizens including a few of the last remaining schooner captains. In a recent effort to preserve Gloucester's heritage, the Young Men's Coalition, a local youth group, has mounted an exhibit of photographs documenting the history of the St. Peter's Festival (The festival tradition was brought to Gloucester in the 1920s by the Italian community to honor St. Peter, the patron saint of fishermen). With fewer and fewer vessels to bless, they were concerned that the festival had begun to lose its meaning amidst a carnival atmosphere.

There are two places in town, one by sea and one by land, where maritime resources are being well protected and presented to the public. The schooner *Adventure* was donated to Gloucester, her home port, in 1988 by Captain Jim Sharp with the provision that she "be cared for, prominently displayed as a monument to Gloucester's history, and used for the education and pleasure of the public." She is open to the public throughout the year for visits, meals, and, even, overnight accommodations. Once essential restoration is complete, passengers will have the thrill of crewing on one of the last knockabout schooners in existence. Located a few blocks back from the harbor's edge, the Cape Ann Historical Association (formerly known as the Cape Ann Scientific, Literary, and Historical Association) recently completed a new fisheries exhibit hall and research library, as well as new art galleries. Here documentary resources and exhibits related to the fisheries will be better researched and cared for than ever before.

One hopes that interpretation of the fisheries theme will continue within the Cape Ann Historical Association Museum and on board the *Adventure* for years to come. Given sufficient private support and encouragement, the museum will continue to expand its excellent fisheries exhibits, and the long-delayed restoration of the *Adventure* will be completed. Without an increase in visitation and funding, however, some organizations such as The Gloucester Adventure may find it increasingly difficult to sustain their limited preservation efforts and would not be able to expand their efforts to meet new challenges. In the worst case, they could go the way of the former Gloucester Fishermen's Museum, which lacked the necessary support from the private and public sectors to continue operations and dispersed its collections in 1986.

To summarize, the threat to the historic fisheries resources of Gloucester is growing as the industry experiences a prolonged downturn. Much of the material legacy of the fisheries has been lost already and much more will be lost soon without concerted efforts to rescue this heritage. While local preservation and cultural organizations are doing a fine job with their own

limited missions, they will need a good deal more support to expand their preservation and interpretation efforts to meet this challenge. In the next section we discuss locally driven strategies for preservation and outline numerous specific initiatives that could help preserve the fisheries legacy of Gloucester.

As discussed earlier, this study does not suggest that the harbor or any portion of the City of Gloucester become a full unit of the National Park System. A top-down approach to preservation and control of Gloucester's heritage would be both inappropriate and ineffective. It is clear that the people of Gloucester have the talent, the energy, and the pride to do the job well. A fisheries heritage strategy, developed and championed by a Gloucester coalition, would empower the community, be more responsive to its needs, and meet with a high degree of success.



VII. Heritage Management Initiatives





HERITAGE MANAGEMENT INITIATIVES

Introduction

There was a growing consensus in the community during the course of this study that Gloucester had, in fact, been studied enough and that something needed to be done to preserve the legacy of the Gloucester fisheries. After all the reports are in, Gloucester must learn by doing to a large extent. In a setting as complex and changing as Gloucester's, even the best studies available can not easily predict the success or failure of specific initiatives. Studies can provide objective information, outline alternative strategies, and even suggest specific initiatives. It is up to the community to choose a course of action and to pursue it. Gloucester may be ready to take this step.

It might be best to start with small but concrete initiatives, guided by an overall strategy or vision. Incremental efforts are manageable, affordable, and less potentially disruptive than bigger plans (urban renewal was a big plan). Small mistakes and setbacks are probably inevitable; they should be taken as opportunities to learn, to adjust course, and to push forward, rather than for one group to criticize another and stop the process. Successes, if well publicized, will reaffirm the community's confidence in the entire program.

There are many concrete ideas included earlier in this report, particularly in the area of interpretation and circulation, which are within the capacity of the city and private groups to implement. A summary list of specific heritage initiatives is listed at the end of this section and is offered as a starting point for discussion and evaluation. Who will take the lead in accomplishing these tasks and who will coordinate individual efforts so that they add up to be more than the sum of their parts is left to be decided.

This Special Resource Study benefited greatly from the input of the Core Study Group, whose responsibility it was to help frame the issues and guide the study effort (see appendix 7). The group was composed of 14 dedicated citizens from various cultural and social organizations as well as representatives from the City. With the completion of this study, a new and closer partnership between the city government and private organizations is needed in order to take on an expanded mission.

Many well-established groups in Gloucester are already deeply involved in efforts to preserve cultural resources, though they might not label their efforts as such. The cultural resources of Gloucester are not limited to dusty artifacts that lie in the storage rooms and galleries of antiquarian societies. They include the living resources of a community, its family traditions, celebrations, patterns of belief, as well as the still-useful historic structures and vessels of the harbor. Many groups in Gloucester are involved in the preservation of these material and non-material resources. On this fundamental level, the Gloucester Fishermen's Wives Association and the Cape Ann Historical Association, to choose two representative organizations, share common cause.

The most effective heritage initiatives come from groups one would not immediately think of in that context. An example is the Young Men's Coalition of the Gloucester Prevention Network (GPN), a five year demonstration program funded by the U.S. Center for Substance Abuse Prevention. For two years running, these young men have mounted a tremendously successful historic photographic exhibit, "St. Peter's Fiesta through the Years: A Community Photo Album." Recovering these "resurgent resources," as the GPN Director put it, is an example of locally generated programing "keyed to Gloucester's taste and to what can capture the communities imagination and drive."

A Fisheries Heritage Coalition

To help coordinate and support heritage efforts among various individuals and groups, a local management entity is needed. Whether this entity is a city sponsored commission appointed by the mayor, a private-nonprofit group, a broad-based membership organization, or some other form of organization is entirely up to Gloucester but it must be addressed early in the process. For lack of a better term, we will call this entity the fisheries heritage coalition.

Such a group should represent the diversity and strength of the Gloucester community. It should not be limited to just those interested in tourism development or fishing industry issues, for instance, but should include people concerned with community identity and cultural conservation.



Figure 22 Crew of the Schooner Columbia, 1923 (Thomas Collection)

If any one group is seen as controlling the agenda, then initiatives will lose credibility and fail to attract the critical broad-based support. Members of a fisheries heritage coalition should be drawn from community groups, from cultural institutions, from the fishing industry, from the business community, and from City government.

Representatives from neighboring towns might be included as well, for two reasons. First, the experience of various communities in handling visitors and managing historic resources on Cape Ann should be shared. Second, Gloucester's history is intimately linked to such neighboring towns as Essex, where, for example, the majority of Gloucester fishing boats were built in the 19th century.

Finding people who are willing to work hard, who can listen and learn as they go, who can solve problems and seize opportunities, and who can generate monetary and in-kind support for heritage initiatives, will be critical. Newcomers to Gloucester, as well as long-time residents, would be needed; young people, as well as old. Finally, leadership that can build bridges of dialogue, find common ground in this exceedingly diverse community, and articulate a compelling and shared vision, is essential to the success of the venture.

Coalition Building Tasks

Establishing a broad mission statement should be the first order of business for any new group. The mission statement would speak to the broadest areas of concern, in this case, preservation and interpretation. A mission statement might include the following elements:

- * To preserve the fisheries heritage of Gloucester for future generations. By fisheries heritage is meant the traditional pursuit of fishing, the community character, traditions, and customs that have sprung from fishing, and the settings, structures, and artifacts that reflect the history of fishing.

- * To tell the story of the Gloucester fisheries to the broadest possible audience.

The heritage coalition should review and discuss this Special Resource Study for Gloucester as well as two other heritage study reports that relate directly to Gloucester, that of the Massachusetts Historic Commission and the Essex Ad Hoc Commission, both of which are due to be released in 1994.

The difficult task of setting and prioritizing goals for a fisheries heritage program would be up to the coalition. Assessing the feasibility of each goal, including its costs and benefits, should be part of this effort. An action plan and implementation strategy could then be developed, identifying the what, who, when, and how of the first concrete initiatives. In order to focus these preservation efforts and raise public awareness, the coalition might recognize a fisheries heritage area. (see Fisheries Heritage District map)

Smaller task-oriented groups would draft grant proposals, and carry specific initiatives forward. Because much of this work would probably be done on a volunteer basis, individual initiative should be encouraged and supported at every opportunity.

A credible fisheries heritage coalition, with a proven track record of achievement, would be well positioned to raise funds and enter into cooperative agreements with other private and public agencies. Small grants and technical assistance (professional advice, planning and design assistance, etc.) for local heritage initiatives are potentially available from public and private sources.

Preliminary actions should include the following:

- * commit staff time and funding to the effort;
- * hire a part-time or full-time director;
- * contact private and public groups to solicit interest;
- * establish a broad-based public-private partnership;
- * review heritage studies and recommendations;
- * draft a clear and compelling mission statement;
- * agree on guiding principles and goals (the "whats");
- * list and prioritize specific initiatives (the "hows");
- * assign responsibility and commit to a schedule;
- * initiate the first small but visible projects;
- * monitor progress, and
- * begin harbor newsletter to publicize efforts.

It will be important for a fisheries heritage coalition to start with and remain focused on visible results. A "Gloucester Harbor Walk," for example, has already been started by the Mayor of Gloucester. This idea grew out of Study Core Group discussions of a year ago and is one of several heritage initiatives that could be locally developed over the next two years. While there is room for improvement in the location and execution of the Harbor Walk concept, it is a good beginning.

The following listing of possible goals and initiatives is offered for consideration by a future heritage coalition. It is a starting point for discussion, not an end point.

Goals & Initiatives

Maintain traditional uses

- * Promote the traditional fishing industry in Gloucester.
 - Tell the story of the fishing industry, past and present.
 - Advocate fisheries development programs.
 - Cover contemporary issues as well as history in a fisheries heritage newsletter.
 - Promote fish products to visitors through chowder fests, cookbooks, etc.
 - Encourage vessel and plant tours, etc.
- * Maintain access for the industry to its historic home on either side of the harbor.
 - Maintain most of the berthing perimeter in the inner harbor, including Harbor Cove, for active fishing vessels.

Discussion: Even if ample berthing exists elsewhere for the reduced fleet, vessels are the most visible and emblematic part of the industry for visitors; their continued presence in Harbor Cove would be important to the visitor experience.

- * Strive to keep historic fisheries support facilities in operation.
 - Assure ongoing maintenance and active use of the Gloucester Marine Railways.
- * Encourage the preservation of boatbuilding and maintenance skills through demonstration projects.
 - Restore the schooner *Adventure*.
 - Rescue the older wooden fishing vessels from destruction.
 - Establish a boatbuilding program for students.

Support community traditions

- * Support community and family activities that bring people together to rediscover and celebrate their heritage.
- * Document the life of the fishing community.
 - Support such efforts as the St. Peter's Fiesta Community Photo Album.
 - Interview members of the community and record their stories to share with future generations.
 - Photograph the fishermen at work and at home and develop a contemporary exhibit.

- * Undertake an in-depth ethnographic study of Gloucester involving the groups that were or are still involved with fishing.

Preserve the setting, structures, and artifacts

- * Rescue the last generation of wooden vessels from abandonment and loss.
- Encourage the donation of representative tools and equipment for a future exhibit on 20th century fishing.
- Establish a place for the storage and preservation of retired fishing vessels and equipment in Gloucester.



Figure 23 Hauling the Trawl
(Board of Trade Publication 1914)

- * Identify and preserve historically significant structures.
- Encourage the maintenance of the finger pier network and the original granite seawalls.
- Find compatible uses to occupy and maintain important historic buildings, such as the Fitz Hugh Lane House, and the Wonson Paint Factory. Permit public access to these structures and surrounding sites if possible.
- Document important historic structures with photographs and by means of historic structures surveys. (The multi-property historic survey currently being undertaken by the Massachusetts Historical Commission should identify the most significant of these structures)
- * Develop land use and design controls to preserve and reinforce the physical character of Gloucester Harbor.

- Require all new development to reinforce the scale and quality of the historic harbor setting.
- Promote appropriate new development in order to generate maintenance and preservation funds for the harbor.

Educate and inform the public

- * Establish a harbor walk for residents and visitors (see Interpretive Strategies).
- * Encourage the community to share the story of the Gloucester fisheries with a broad audience ranging from local school children to foreign visitors.
- * Assist local school teachers in developing a fisheries history curriculum including field trips to the harbor.
- * Create educational kits focusing on various fisheries themes for Essex County schools, a sea-chest of material for each.
- * Cooperate with and support the Cape Ann Historical Association in developing their permanent fisheries collection and outreach programs.
- * Establish a temporary Main Street fisheries "museum" once a year (see Interpretive Strategies).
- * Recruit Gloucester's many talented painters, sculptors, photographers, videographers, poets, and writers to create a portrait of the fisheries for a traveling exhibit.
- * Produce a documentary slide show, video, and/or film on the fishing heritage of Gloucester for distribution to schools, visitor centers, community cable stations, and public television.

Discussion: Gloucester possesses outstanding collections of historic photographs, lithographs, and paintings depicting the changing face of the harbor over a century and a half. These rich primary sources should be fully explored and utilized.

- * Promote the City of Gloucester as the home of the American fishing industry with welcome signs, newsletters, a city slogan, etc.
- * Develop a clear visitor orientation system for Gloucester.
- Provide directional signage that features a strong and memorable image of the fisheries.
- Establish distinctive markers and monuments at entry points to the city
- Produce a walking guide and map of Gloucester for distribution.

A Role for the National Park Service

To preserve and interpret the nationally significant resources of Gloucester a local fisheries heritage coalition may need substantial outside assistance. In order to gain access to the considerable expertise of the National Park Service in planning, design, and exhibit preparation a partnership would need to be established. The proposed Essex Heritage Area, which is currently under consideration in the U. S. Congress, would, for a period of time, provide a framework for such a partnership.

The Essex Heritage Project (or The Salem Project, as it was formerly known) started five years ago as an effort to renovate the Salem Maritime National Historic Site but soon grew into an extensive effort to investigate the distinctive cultural resources of Essex County. These resources were organized around three themes: 1.) Founding and Early Settlement; 2.) Height and Decline of the Maritime Era; and 3.) Textile and Leather Industries. The Salem Project Study of Alternatives, an approved NPS document (US DOI/NPS, January 1990), recognized Gloucester as the most important fishing center in America during the Maritime Era, and identified at least three nationally significant maritime resources within the city: the schooner *Adventure*, the Fitz Hugh Lane House, and the Annisquam Harbor Light Station.

Following the Study of Alternatives, an Essex Heritage Ad Hoc Commission was formed in June of 1992 to develop an "Action Plan" with recommendations for the preservation and linkage of the historic, cultural, and natural resources of Essex County. The mayor of Gloucester is a member of the Ad Hoc Commission and is in a position to represent the technical assistance needs of the community should the Commission receive authorization and funding from Congress in the future. Emphasis would be placed on coordinating with other communities to preserve and interpret the various resources of Essex County.

The National Maritime Heritage Act of 1994 (HR 3059) provides funding on a 1 to 1 matching basis for educational maritime projects and for National Register and National Landmark capital preservation projects. The National Maritime Alliance can be contacted for more information on this important piece of legislation. See appendix 8 for a summary of HR 3059.

Environmental Assessment

An Environmental Impact Statement (EIS) or Environmental Assessment (EA) is required when a direct federal action is being presented as an alternative or recommendation in a study. Because a new unit of the National Park System is not being proposed in this study, nor any other specific federal action, neither of these documents are necessary or required at this time.





VIII. Appendices



APPENDICES

Appendix 1 The Gloucester Waterfront Lecture Series

Organized by the Cape Ann Maritime Alliance
Cosponsored by the National Park Service and the City of Gloucester

May 19 Case Studies: Communities in Transition

Phil Conkling, Director, Island Institute, Rockland, Maine

Mr. Conkling began by describing the Gulf of Maine as one of the most productive marine environments in the world, and one which, despite its size, is susceptible to human impacts from pollution and over-fishing. He noted he was as concerned with sustaining working waterfront communities in Maine as he was with environmental sustainability. Of the dozen or so working waterfront communities remaining on the Maine coast today, several have seen a reduction in waterfront access due to development pressures in the 1980s. Because infrastructure is in place and water access available, development pressure tends to be focused on waterfronts. The fishing industry will need to aggressively adapt in order to survive and compete for traditional waterfront space. Aquaculture has helped to revive some Maine fishing communities and may surpass the profits of the traditional fishing industry in Maine by next year. In the short run, while the industry is adapting, protection against waterfront development pressure is required. (Unlike ports in Massachusetts, harbors along the Maine coast do not benefit from Coastal Zone Management or designated industrial port status. These regulatory issues are discussed in appendix 5).

May 26 Case Studies: Learning from Our Mistakes

Ted Anderson, Unitarian Minister, Nantucket, Mass.

Mr. Anderson spoke of the erosion of community by absentee landowners. Over 60 percent of the homes on Nantucket, much of the land, and many of the stores are owned by off-islanders. It is essential to maintain local ownership and community control through local investment in new businesses.

David Beckwith, Community Planner, University of Toledo, Toledo, Ohio

Mr. Beckwith warned against the "top-down" planning and overly optimistic projections, which led to the failure of a large new festival market complex in Toledo. Such projects have little relation to the local scale, economy, or scene. Mr. Beckwith explained that a town must first understand and build on its strengths, and be realistic in its future projections. Beware of "mega-projects" and, instead, grow incrementally where possible.

Anthony Iarocci, Fisherman, Marathon, Fla.

Local fishermen have found themselves in conflict with environmentalists and with the local division of the National Park Service, and in competition with a well-represented and powerful constituency: the sports fishermen. He recommends that fishermen organize and communicate with their representatives regularly, that they get their story out, their current plight and their past contributions, and that they build a broader constituency.

June 2 Case Studies: Balancing and Protecting Waterfront Uses

John Bullard, Fisheries Representative, New Bedford, Mass.

Mr. Bullard reviewed the historic-preservation efforts in New Bedford over the years and demonstrated how a community can move mountains if it is of a mind. He made several suggestions for implementation of a program in Gloucester: 1.) improve the environment for the community first and then invite visitors in to partake afterwards; 2.) focus on a limited area in the beginning and expand from there; 3.) produce concrete results early on to make believers of the citizens; 4.) understand the nature of a place and reinforce those qualities; 5.) have a clear and compelling vision; and 6.) work with all groups, public and private, to assemble the pieces of a cohesive program.

Randy Hester, Professor of Landscape Architecture, Berkeley, Calif.

Professor Hester shared with the audience a case study from Manteo, N.C., where he was employed as a tourism consultant. In the course of the study, he developed a community survey of "sacred spaces" in order to understand what areas were and were not considered important to the local community. This "sacred space" plan has since become a tool for directing where future development will be allowed to occur. He suggested building on the traditional economy and skills base wherever possible; local boatbuilding has been revived at one site in Manteo, for example, providing limited employment for the skilled boatbuilders of the town. A publication of Professor Hester's, <Community by Design>, details this useful approach to community planning.

June 9 Preserving a Living Tradition: Gloucester's Importance to American Maritime History

Kevin Foster, National Maritime Initiative Program, National Park Service

Mr. Foster presented an overview of historic maritime resources in the United States and discussed Gloucester's prominent place in the history of the U.S. fisheries. He believes that the fishermen of Gloucester have not only a unique opportunity, but also a certain responsibility to their industry, to share the Gloucester story with a broader audience, and by doing so, to build a constituency for the industry as a whole.

June 16 Case Studies: Protecting and Promoting Our Heritage

Andy Kardos, Chief, Harpers Ferry Interpretive Center, National Park Service

Janis Marshall, Community Representative, Smith Island, Chesapeake Bay

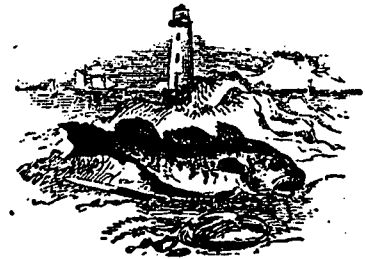
Elaine Eff, Folklorist, Maryland Department of Culture & Housing

Mr. Kardos discussed the importance of community based interpretation and encouraged Gloucester to tell its own story with its own voice. Mrs. Marshall, a representative of Smith Island, discussed her community's pride in its own history and the desire to share the real story with visitors. Janis Marshall and Elaine Eff discussed Smith Island's grass-roots efforts to manage visitation to the island and to build a visitor center with exhibits on fishing, family life, and the church. Though the islanders have no way of knowing exactly how things will turn out, they recognize that change is occurring very quickly, and are striving to direct it to their benefit. They intend to take advantage of controlled visitation to supplement their incomes while, at the same time, protecting their traditional fishing industry from encroachment.

June 23 Community Discussion and Conclusions

Gloucester Core Study Group

NPS Gloucester Special Resource Study



Some general ideas emerged from the audience which included a number of individuals involved in the fishing industry:

1. Gloucester residents should be encouraged to learn about their community and their historic roots through educational programs, locally organized exhibits, etc. Visitors could be invited to "listen in" on this community process of self-discovery.
2. Efforts must be made to minimize any potentially negative impacts on fishing operations brought about by increased tourism. Visitors should be encouraged to observe fishing operations but be directed so as not to get in the way. Adequate long-term access to the waterfront for the fishing industry should be protected. Increases in traffic congestion during peak visitation periods should be mitigated by whatever means possible.
3. A waterfront visitor strategy should be fashioned to generate indirect benefits to the fishing industry by educating a broader audience about important fishing issues. Interpretive efforts should be focused not solely on the past, but on the present and future of the fishing industry as well.
4. Preservation and interpretive efforts should be implemented, beginning with small but tangible steps. This would allow community planners to assess the progress and to correct course as they go.



Appendix 2 Subthemes: Coastal Quarrying and American Landscape and Marine Painting

Coastal Quarrying

The extensive coastal quarries of Gloucester and Rockport lie a mile or more from Gloucester harbor. The quarry district covers an area of approximately four square miles on the northern tip of Cape Ann and lies within the borders of Gloucester and Rockport. Included within this area are the old quarrying communities of Bayview, Lanesville, and Pigeon Cove, each with its built-up harbors for shipping granite. The granite, reputed to be the hardest in New England, was cut mostly by Finnish and Italian quarrymen from dozens of quarries and smaller "motions," then transported by rail to built-up harbors along the exposed northern shore of Cape Ann. Here it was loaded onto "stone sloops" for shipping to ports as far away as Houston and Havana. (Erkkila, *Hammers on Stone*). Cape Ann's massive granite industry thrived from approximately 1800 to the 1920s and had ties to the Quincy quarries and to the Maine quarries; indeed, one enterprising family maintained operations in all three areas at one time.

Today only one quarry remains in operation part-time; the rest are flooded and some are used by local families for swimming away from the crowded beaches. One of the most spectacular of the quarries, the Babson Farm Quarry, is located in Rockport on Halibut Point, a stones throw from the Atlantic Ocean. The quarry is located within a 54-acre state park that is managed by the Commonwealth of Massachusetts, Department of Environmental Management. The Halibut Point Association, a non-profit friends group, has been active in providing interpretation of the quarrying story, and instrumental in keeping the modest visitor center open in recent years.

While the history of coastal quarrying along the east coast is fascinating and worth telling, the main chapters appear to have been written in Quincy, Mass., where the first commercial quarries in America were opened to produce granite for the Bunker Hill Monument. A Special Resource Study currently underway for Quincy contains a recommendation that a regional-theme study of coastal quarrying be undertaken (see Quincy SRS). Coastal quarrying is a powerful theme in American industrial history with many important sites along the New England coast including Quincy, Cape Ann, and Fox Island, Maine. We would recommend that

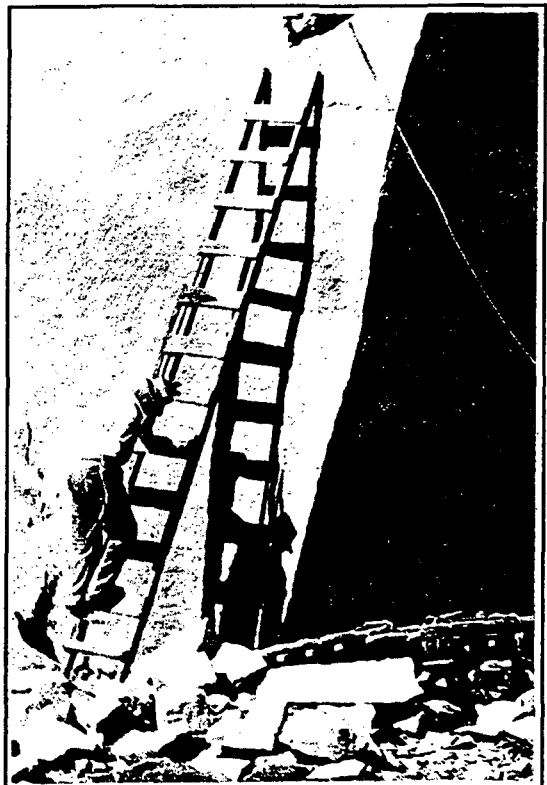


Figure 24 Fitzgibbon Quarry, circa 1910 (Fitzgibbon collection)

such a study be undertaken to identify and preserve the most important sites relating to the history of American coastal quarrying.

A partial list of historic sites representing the quarry theme follows:

Babson Farms Quarry: As Halibut Point State park this is the only large quarry now in public ownership and fully accessible. A small tool collection is contained in the visitor center.

Rockport Granite Company Building: The company offices, built in 1893 of the local rust-colored granite, are located near the arch bridge which spans an access road cut through solid granite ledge to connect inland quarries to Granite Pier in Rockport.

Quarry pits: There are about 14 large pits, mostly in private ownership, and dozens of smaller "motions". All of the pits are now flooded.

Lanes Cove: This cove was built-up with massive granite walls to afford some protection against Northeasters. Other coves and wharves include: Plum Cove, Pigeon Cove, Pigeon Hill Granite Company wharf, and Granite Pier.

American Landscape and Marine Painting

While the fisheries study area does not include any Cape Ann quarries, it does encompass important sites in the history of American marine painting, including the home and studio of the noted Luminist painter, Fitz Hugh Lane, the oldest art colony in America, Rocky Neck, and the small island upon which Winslow Homer spent some of his most productive summers. From the mid-19th to the mid-20th century, some of the greatest painters in the nation came to Gloucester Harbor, often at pivotal points in their career (Wilmerding, *Some American Landscape Painters in Gloucester*). The Gloucester paintings of Homer, Hunt, Duveneck, Twachtman, Hassam, Prendergast, Sloan, Hopper, Davis, Hartley, and Avery, to name the more

prominent of the thousands of painters who traveled to Cape Ann, can be found on the walls of museums across the country. These painters of Gloucester represent three successive eras in the development of American arts: the Early National Era (1800-1860), the Cosmopolitan Era (1860-1900), and the Cultural-Nationalism Era (1900-1940s). (NPS Painting and Sculpture Theme Study Workshop, June 1991).



Figure 25 Winslow Homer, *Shipbuilding at Gloucester, 1871* (Smith College Museum)

The work that these painters produced, and especially that produced by Gloucester's native son, Fitz Hugh Lane, is significant in its own right but is also significant as an interpretive record of the American fishing

industry in Gloucester. The etchings and paintings produced by Fitz Hugh Lane over three decades beginning in the 1840s (date?) captured with photographic precision the changing face of the town. His portraits of vessels under sail or, more often, at rest, are so precise in their

detail that they could be used as rigging illustrations. The realism of Winslow Homer's luminescent watercolors may offer us less specific information about the harbor scene, but they do capture the vibrant life of the place. The numerous Gloucester harbor paintings, from the realistic canvases of Lane in the 1850s to the abstract works of Stewart Davis in the 1930s, form a composite portrait of the port. These paintings are an invaluable resource for interpreting the fisheries during its peak in Gloucester.

District: An arts district should include three related sites: the Rocky Neck Art Colony, The North Shore Art Association, and the Fitz Hugh Lane House. These three sites are widely separated on land but all front onto the harbor. Rockport also contains sites, including "motif #1," that are important to this theme, as do other communities on the North Shore. The Fitz Hugh Lane house, built in 1849, is owned by the City and is a Massachusetts Historic Landmark. From the home's hilltop site overlooking the harbor, the vista once viewed by Lane can still be observed today (only transformed by a century of change). The Cape Ann Historical Association Museum, three blocks away, houses many of Fitz Hugh Lane's paintings, as well as those of many other Gloucester artists from the 19th and 20th century. These paintings offer outstanding opportunities for interpretation of both Gloucester maritime history and the evolution of American landscape painting. There is currently no linkage between the museum and the Lane House site. The Rocky Neck Art Colony across the harbor is the "oldest working art colony in the country." The fishing docks and structures built on Smith Cove before and after the Civil War were largely transformed by the turn of the century for use by summer boarders and artists. Over 20 public art galleries and several restaurants and shops line Rocky Neck Avenue today. The area is still home to many working artists during the summer months. A short distance up the East Gloucester shore from the Neck is the North Shore Arts Association. Opened from mid-June through early October, the Arts Association has been mounting juried exhibitions in its large halls for 70 years.

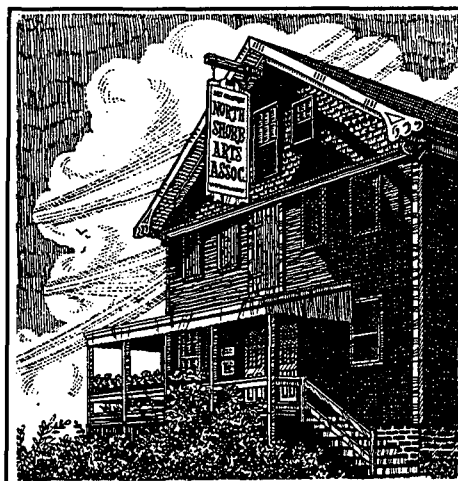


Figure 26 North Shore Arts Association, (NSAA brochure)

A partial list of cultural resources representing the arts theme follows:

Homes Studios, and Galleries:

Fitz Hugh Lane House: Built by the artist in 1850 on Duncan Point commanding views of the town and harbor in all directions

Rocky Neck Galleries and studios:

North Shore Art Association:

Rockaway Hotel: Paintings were once displayed in the hotel vestibule

Art Collections:

The Cape Ann Historical Association: The CAHA museum has established the most extensive collection of paintings by the noted American luminist painter, Fitz Hugh Lane, in the country.

Marine Landscape Views:

The City of Gloucester and its waterfront: The profile of the city, as seen from across the harbor, punctuated by church steeples and the City Hall tower and the densely textured topography of hilltop neighborhoods has not qualitatively changed since the middle of the 19th century.

The coves and rocky coast along the Eastern and Western shores: a favorite subject of Fitz Hugh Lane and others.



Figure 27 Stuart Davis, *Landscape with Drying Sails*, 1931, (Collection of Mrs. Stuart Davis)



Appendix 3 Fisheries Museum of the Atlantic - Field Report

Fisheries Museum of the Atlantic, Lunenburg, Nova Scotia
September 14, 1993

Background

Our purpose in visiting Lunenburg was to study the Fisheries Museum of the Atlantic (FMA) as a prototype for similar efforts in Gloucester and elsewhere, and to compare Gloucester to Lunenburg as part of a Suitability Assessment for the Gloucester Special Resource Study. The General Manager of the FMA, Jim Tupper, was very helpful in assisting us.

Located just south of Halifax, Nova Scotia, Lunenburg is the official "sister city" of Gloucester. Many residents of this maritime community moved to Gloucester to work in the growing fisheries in the mid-19th century, as did thousands of their compatriots from the Canadian Maritimes. Some signed onto vessels for just the fishing season while others came to Gloucester to live permanently. Lunenburg was to Canada what Gloucester was to the United States, the "capital" of the fishing industry.

In the half-century between 1886 and World War II, races were held between working fishing schooners from each port. The famous Canadian schooner *Bluenose*, built in Lunenburg in 1921 and sailed by a Lunenburg captain, Angus Walters, dominated the races between the wars and lifted her countrymen's spirits. Her image can be seen on the Canadian dime. A spirit of friendly competition between the ports persists to this day with annual dory and schooner races.

In 1992 the "Old Town" in the heart of Lunenburg was named a National Historic Site; it is one of the few towns in all of Canada to be so designated.

Museum development: In preparation for their city centennial, a group of private Lunenburg citizens proposed to establish a Lunenburg Fisheries Museum. The last of the salt bank schooners to operate from the port, the *Theresa E. Connor*, was purchased in 1967 for this purpose and exhibits were installed in her hold. Over 13,000 visitors came to visit the first year and soon additional exhibits were established in dockside facilities. Two additional fishing vessels were added in the early 1970s by which time attendance had more than doubled.

In 1975, the Lunenburg Fisheries Museum was designated the official fisheries museum of the province, and became part of the Nova Scotia Museum Complex. The Museum was then operated under the Education Resource Services Program of the Department of Education. Official recognition cleared the way for substantial public investment, and, a year later, a large fish processing plant and two 150-foot finger piers were purchased for use as a new museum facility. (The former occupants, The National Sea Company, had moved to modern facilities at the other end of the harbor.) Approximately \$3 million was spent to develop the site from 1978 to 1984, and the last new exhibit room was opened in 1989. Today the museum boasts three fishing vessels, an aquarium, a theater, a research library and almost 30 exhibits providing a detailed look at many aspects of the Atlantic fisheries. Visitation has grown from approximately 13,000 in 1967 to over 80,000 annually.

Purpose

The Fisheries Museum of the Atlantic has as its mission the preservation and interpretation of "all aspects of the development and continued operation of the fishing industry of the Atlantic Coast of Canada and allied trades." Objectives of the FMA embrace four general areas: 1.) promoting tourism and fostering public interest in the fishing industry of Canada; 2.) scholarly research into the history of the fishing industry; 3.) depicting the historical development of the fishing industry and allied trades, and 4.) displaying aspects of marine life upon which the fishing industry is dependent.

Governance

The Fisheries Museum of the Atlantic was founded as a privately funded and locally operated museum and has remained true to its roots. Though capital and operating expenses are provided largely through the provincial government, the museum is locally managed with a board of directors consisting of members of the original Lunenburg Marine Museum Society.

Museum staff

The museum employs eight full-time employees: a general manager, two curators, a secretary/bookkeeper, a boatbuilder, a maintenance person, and two night janitors. During the museum season, from June 1 to October 15, the staff increases to 35, with the addition of 27 seasonal employees. Of these, five staff the reception desk and gift shop; two man the aquarium, sixteen move among the exhibits, and four are fishermen on the docks and vessels.

Operating budget

Operating budget is approximately \$750,000 (Canadian) of which 60 percent comes from the Provincial Government and 40 percent from ticket sales, gift shop sales, and the restaurant. The cost of admission is kept quite low at \$2.25 per person.

Exhibits

The museum site includes three fishing vessels, the wooden schooner *Theresa E. Connor*, the steel-hulled side trawler Cape Sable and the Digby scalloper Royal Wave, recently donated by her owner/captain. Housed in the former fish processing plant are nine large galleries on three floors totaling 40,000 square feet in area. Throughout the entire museum there are close to 30 exhibits focusing on all aspects of the North Atlantic fisheries. On the museum's ground level are exhibits featuring marine life (the aquarium), inshore fishing boats and equipment, marine engines, whaling, a working dory shop and the historic vessels at the dock-side as well as an oyster shed and a wheel house.

The second floor includes a polished Parks Canada exhibit on the 400-year development of the Bank Fishery. Parks Canada is the Canadian counterpart to the United States National Park Service. Also found on the second floor are exhibits on the schooner *Bluenose*, shipwright's tools, an outfitted dory, vessel models, the Sable Island shipwrecks of the August Gales, and life in fishing communities. The third floor establishes new themes with the Prohibition-era rum runners display and various exhibits on allied industries, including a typical fish company office, a sailmaker's shop, and ice harvesting equipment. A photographic history of Lunenburg concludes the tour. A tour of the entire museum and vessels takes on average around three hours.

Live interpretation

Museum staff provide demonstrations throughout the day. These include boatbuilding in the dory shop, vessel launches in the model tank, fish filleting and product tasting at the demonstration room, lobster trap making in the Hall of Inshore Fisheries, sailmaking in the sail loft exhibit, net mending on board the Cape Sable, marine engine operation in the engine room, sail handling on board the *Theresa E. Connor*, caulking, traditional home crafts, and "spinning yarns" at dock side. Retired crew from the *Theresa E. Connor* are on hand to talk with visitors about the vessel and their own experiences in the fishing trades.

Community use

The museum is open daily from June 1 to October 15 to coincide with the regional system of museums schedule; local merchants would like to see its season lengthened as demand increases. The museum is opened on a limited basis in the "off-season" for community use, twice a month for galleries viewing and films, such as Captains Courageous. The local film society presents its own selection of contemporary films once a month in the Ice House Theater, which has a seating capacity of 85. An annual Fishermen's Day is held in the Spring with free admission and special programs for fishermen and their families. During these events, older citizens are asked to help museum curators identify individuals in historic photographs. In addition the South Shore Genealogical Society is provided office and library space.

Visitor accommodations

Parking is available for 80 cars and 5 buses. The museum's ample reception area and gift shop can accommodate large groups of people; four rest rooms are provided throughout the complex.

A cafeteria for school groups is located on the first level. A full service restaurant on the second floor, with a separate outside entrance, is beginning to lose clientele to the local restaurants and may be eliminated in the future to make way for new exhibits. The success of the museum has prompted the opening of new local restaurants and bed and breakfasts, and an increase in operations of those already in business. There appear to be no restaurant chains or large hotels and motels in the vicinity, however.

Assessment

Because it is so impressive in so many ways, one is reluctant to criticize the Fisheries Museum of the Atlantic. It has a splendid site on the waterfront with ample room for exhibits and dock space for historic vessels. The site is closely linked to the downtown of Lunenburg and has lovely views overlooking the harbor. The extensive collections were established in the 1960s when fisheries related artifacts were still available; indeed it is doubtful that such a good collection could be assembled today, 25 years latter, according to Mr. Tupper. Many of the objects have been and continue to be donated to the museum by Lunenburg citizens.

There is room for improvement, however, and the following comments are offered in a constructive spirit:

- * Among the institution's shortcomings is the failure to interpret the history of the building and site that it occupies. With the exception of some historic town photographs on the third floor, the FMA does not interpret the history of the Port of Lunenburg or direct visitors to other historic structures within an easy walk of the museum. There are no designated historic walks or waysides, at least none that we were made aware of while visiting the museum site.
- * The contemporary fishing industry is hard at work a few wharves down but the museum fails to connect visitors to this real-life experience, preferring instead to recreate some of these activities at the museum site. This has some advantages in terms of control but the fishing industry remains largely uninvolved with the museum.
- * Circulation in the historic buildings is disorienting with no clear path through the museum and numerous dead ends. (see map)
- * The exhibits themselves, while interesting, are not always well framed spatially; some are too close and become muddled. The size of the large rooms in which they appear have contributed to this problem.
- * A clear progression of themes as one moves through the museum is lacking, due in part to circulation problems. An exhibit should be developed that would set the tone and orient visitors to Lunenburg, to the museum site, and to the exhibit themes.
- * The one exhibit designed and installed by Parks Canada is very informative and professional but is too "polished," and therefore, somewhat out of character with the rest of the museum.

Gloucester has its own historical society and museum, the Cape Ann Historical Association. Although a fraction of the size of the Lunenburg collections, the CAHA does an excellent job within its new fisheries gallery of interpreting the Gloucester fisheries during the age of sail. With community support, the CAHA can be expected to continue to expand the breadth and depth of its collections.

What Gloucester does not have, and Lunenburg does, is a place where the process of fishing is explained, where the fish which the industry relies on can be seen (and tasted), where the modern fishing industry which grew up after the World War II is explained, and where people can be introduced to the fishing life through seeing and handling the tools of the trade and talking with those who lived it. What Gloucester does have is a still-active waterfront. Possible approaches to achieving a more open and visible waterfront are discussed under Interpretive Strategies in the Suitability section of this report.



Appendix 4 Alternative Futures: Harvard Graduate School of Design

GLOUCESTER, MASSACHUSETTS ALTERNATIVE FUTURES

**BY STUDENTS OF
THE GRADUATE SCHOOL OF DESIGN
HARVARD UNIVERSITY**

**IN COOPERATION WITH
NATIONAL PARK SERVICE
NORTH ATLANTIC REGION**

Report Introduction

This study of the future of Gloucester, Massachusetts is the product of student work in a graduate-level studio at the Harvard University Graduate School of Design in the fall of 1992. The project has been supported by a cooperative agreement between the Graduate School of Design (GSD) and the National Park Service, North Atlantic Regional Office (NARO), under which various studies and research activities of mutual interest are undertaken. There is, however, no contractual or consultative relationship between the National Park Service and the GSD, its faculty or students. The work presented is the full responsibility of the students who were members of the studio group.

This summary of the group's findings presents issues, planning strategies, and design proposals based on the conditions and options facing Gloucester and the National Park Service today. The primary function of this study is one of education: for the students who will become professionals in architecture, landscape architecture and planning; for the National Park Service, which has responsibility for developing its own proposals vis-a'-vis Gloucester; and for the citizens of Gloucester and Cape Ann who may benefit from the insights and ideas developed by the students.

Carl Steinitz
Alexander and Victoria Wiley Professor of Landscape Architecture

Mack Scoggin
Adjunct Professor of Architecture

Introductory comments by Marie Rust and Carl Steinitz at the public presentation of the studio results which took place at Gloucester City Hall in December of 1992.

Marie Rust, North Atlantic Regional Director, NPS

As the Regional director of the North Atlantic Region of the National Park Service, I am in charge of the 42 national Park Service units in the six New England states, New York, and New Jersey. Our responsibilities include the Statue of Liberty and Ellis Island in New York City, Acadia National Park in Maine, and among our 13 units in Massachusetts, the Salem Maritime and Saugus Iron Works National Historic Sites in Essex County.

In addition to managing those 42 parks, our regional office is sometimes asked by congress to study special places and their natural and cultural resources. In Massachusetts, we have conducted such studies in New Bedford and Fall River. Now we are in Gloucester to work with you, the members of the community and your state and local officials, to study the special resources of this historic city.

Our job will be to develop strategies to recognize, preserve, and interpret Gloucester's nationally significant cultural and natural resources for the benefit of city residents and the general public. The effort will be interactive and will stimulate the best possible exchange of ideas and broad involvement of the public and private sectors. Looking at its scope of work, the National Park Service will need not only the support of the core study group, but full support from the community if we are to deliver this study to congress in a timely fashion. We look forward to working with you in the coming year.

I need to make clear that the work that you are about to see is not the study that the National Park Service and the core group study members will produce over the coming year. Rather, it is preliminary to that effort. Clearly, the Gloucester special resource study and the community will benefit from what the Harvard students have done.

Now it gives me great pleasure to introduce a talented group of 22 students and their professors from the Harvard Graduate School of Design. The National Park Service sponsored their academic work in Gloucester this semester because we felt that the Park Service and the Gloucester community would benefit from their fresh perspective before proceeding with the special resource study. The exciting results, which we see before us, speak for themselves. In a brief 16 weeks, these Harvard students have taken a look at Gloucester's past, considered the present, and plunged into the future with a variety of design strategies. I can assure you that the students have learned a lot from Gloucester. As you will see, they tried to interpret and reinforce the physical character of Gloucester as well as integrate change. Now, it is our turn this evening to learn from them, to extract lessons that might guide us in our future endeavors.

To the students, many of whom have spent sleepless nights in recent days, we thank you for your energy and insights. And on behalf of the National Park Service, I would like to thank Mayor Rafter and the citizens of Gloucester for welcoming us to your community.

Finally, I am pleased to introduce the two Harvard Professors who led the Graduate School of Design studio: Carl Steinitz, from the Department of Landscape Architecture, and Mack Scogin, from the Department of Architecture.

Professor Carl Steinitz

On behalf of my colleague, Mack Scogin, and our students, thank you all for coming. The Graduate School of Design has worked with the Park Service for 10 years on projects that the Park Service is engaged in and that are of interest to us. In a sense, it is we who asked to be here and not you who asked us. We asked to be here because of the primary responsibility that Mack and I have, which is the education of our students as professionals. The best project we could give them is the most difficult and complicated project, and Gloucester is a difficult and complicated place.

When we came we knew that a discussion was going on between Gloucester and the National Park Service. We sensed that there was an important mismatch within that conversation. The Park Service has a very serious and potentially beneficial interest in looking at what is here and now and involving itself to the extent that the people of Gloucester allow it to get involved. But Gloucester itself is changing and changing relatively fast. Gloucester doesn't know what its future is, so the Park Service cannot assume that there is a stable situation in which it can work. The group that is discussing the future of Gloucester is dealing in abstractions, in words that represent goals and objectives. That is a slow and painful process for a community that has a history of not figuring out what its goals and objectives are, let alone its plans and proposals.

It is of considerable benefit to understand and resolve this mismatch. Therefore, we didn't give our students the National Park Service's problem, but rather Gloucester's problem. We basically said to the students: "Think about the future of Gloucester in a way that bypasses the words and starts with specific proposals, because you have the advantage of not being responsible. It is not your city; they didn't ask you to be here. If they find your work interesting they will talk about it, think about it, and debate on it. In the end, they will decide what they want to do, and you will benefit from the experience." In a sense, the thing that Gloucester gets, at most, is a preview of some of the alternatives that might develop through its slower and more deliberate process.

It became very clear early on, that the harbor would be the central focus of our study. This is a "working harbor." The working harbor extends inland, sometimes for several streets. It always has been a working harbor and we all want it to remain that way into the future.

Gloucester also has a long and well-known artistic tradition. Many of America's most famous artists worked here. It is interesting to note that their work, more often than not, focused on the working aspects of the landscape.

There is an active tourist industry, and every projection forecasts enormous potential growth in tourism. You may or may not want it, but the demand is there (particularly if the dollar remains weak).

The business community of the city, in particular Main Street, depends upon a healthy economy, dominated by the fisheries and secondarily by services and tourism. But it is also obvious that there are places, empty buildings and well located parcels, whose future is clouded at best. There are development opportunities in Gloucester, and the pressures for change are strong.

After looking strategically at Cape Ann and especially the central part of Gloucester, the twenty-two students in our studios each selected a project for further and more detailed development. These projects were not selected because of some coherent master plan. They were selected because of each student's personal interest in pursuing a particular project. As it happens, these projects spread themselves from one end of the inner harbor to the other and inland from the harbor to the "T" stop. There are projects on specific points in Rocky Neck and projects that cover the entire harbor front. They vary from economic studies to physical designs to transportation studies. This evening, we will describe them one by one in a very general form, with further discussion to be held afterwards individually with the student responsible for the project.

When thinking more broadly about Gloucester, there seem to be five alternate strategies. One way to think about these strategies is that they represent competing objectives, each of which has a constituency in this community. But another way to assess them is for their symbiotic relationships, where one strategy is interdependent with another. (That is the way we present them to you.) A third way to think about them, which is implicit in the order that we are presenting them, is that each has a certain time horizon. There are some that you should consider immediately and some, the ones towards the end of the presentation, that depend upon the successes of the earlier ones. We are presenting them this evening in an order which we sense has some relationship to both priority and time, the first being highest priority and first in action; the fifth being not less important, but dependent in part upon the former ones.

To the people of Gloucester: if something that you see tonight is interesting, consider the goals and strategies that caused it to come about. What the students can give you, without knowing the great detail of Gloucester, is a quick look at the future, at some of the benefits and some of the costs. The students care because it is their project, and you care because it is your city. But you should not care that much about the specifics of a project which is being proposed here because its execution will need your refinements. If what is presented here makes sense, in part or in adaptation, then consider it; if it doesn't, at least nothing is lost. We can't say this is the future and we can't say this is all good. These are graduate students: they can't yet be sued for professional incompetence. In fact, Mack's and my responsibility as teachers is to push our students as far as we can toward their views of what a reasonable and responsible product is. That is all we can do, and then our responsibility stops. Gloucester and the National Park Service hold the true responsibility. In other words, you educate us and we may educate you; and we surely do not know more about Gloucester than you do.

The format for this evening is a presentation that will summarize five strategies comprising 22 projects. After the presentation, all of the students will be available at the project drawings and the model to answer anyone's questions for as long as it is useful. Mack and I are available, to answer questions as well.

Strategy I: Promote Fisheries Improvement and Keep Industrial Options Open

A. Paul Albanese	The Gloucester Fish Pier
B. Caren Lanier	Fisheries Technology and Trade Facility
C. Lara Berkley	Laboratory For Fisheries Ecology

Strategy II: Promote Fisheries Change in Technology and Location

D. James Olmsted	Industrial Infrastructure
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Strategy	Expansion to Main St.
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F. Sue Thompson	Housing Link
G. Siew-Leng Fun	Historic Harbor Park
H. Brita Brooks	Gloucester Marine Railway Restoration
I. Katherine Ellsworth	The Landscape and Art of Fitz Hugh Lane
J. Mormichi Toda	Gloucester Circulation and Bicycle Route

Strategy IV: Express the Landscape of Cape Ann

K. Chris Condit	The Glacial Section
K. Jean Cavanaugh	Expressing the Landscape
L. Joseph R. Favour	Fort Point Park
M. Jason R. Chandler	A Harbor Space

Strategy V: Promote Civic Infrastructure

N. Hideyuki Nakatsu	The Eastern Entry
O. Michel B. Ablon	Gloucester Landing
P. Jim Wilson	Harbor Link
Q. Rene Bihan	Civic Connections
R. Michael Lok	The New MBTA Entry
S. Dwight Demay	St. Peter's Square and Washington St.
T. Tim Harrison	The Western Harbor Crescent

Implementation:

U. Antonio Peniche	Cost Parameters
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Strategy I: Promote Fisheries Improvement and Keep Industrial Options Open

The first of these strategies focuses on three projects which seek to promote immediate fisheries improvement while at the same time, and not knowing the future of the fisheries industry, maintaining as much industrial flexibility in the harbor as possible.

A) *The Gloucester Fish Pier - Paul Albanes*

The completion of the State Fish Pier is critical to the future of the fishing industry in Gloucester. My intention for the State Fish Pier is a development proposal that allows for maximum flexibility, maneuverability, and efficiency for the fishing industry. It is also to establish a physical form that is coherent and consistent with Gloucester's historic industrial waterfront.

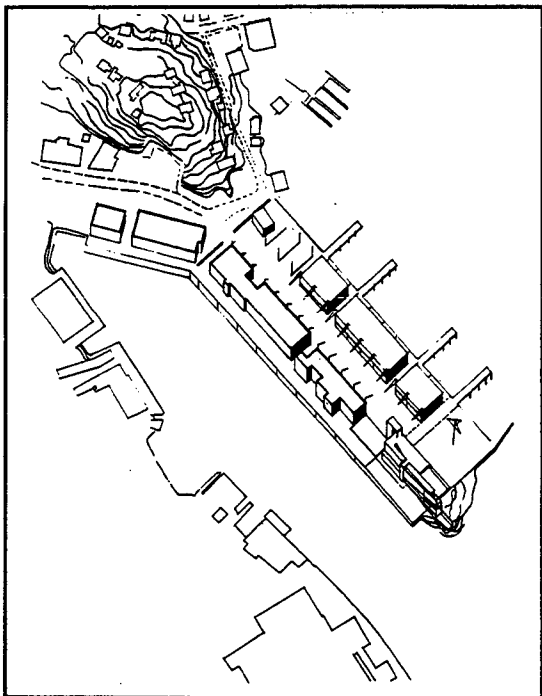


Figure 28 Fish Pier with Fisheries Technology and Trade Facility

I propose three new buildings on the south side of the pier. These buildings are divisible and are intended to accommodate businesses and industries associated with the Gloucester fishing industry. They are 100 x 60' and are directly accessible by both trucks and fishing vessels. I propose that these buildings have transparent north-facing facades, which would allow people who are visiting the fish pier to view the modern-day fishing processes that occur there daily. There are spaces between these buildings to allow for both pedestrian and truck access to the water.

I also propose continuing the construction of the finger pier, as well as extending the existing piers on the south side. Two new piers are added to replace the floating berths. The end of the pier is reserved for heavy industrial use as well as for a truck turnaround. To accommodate the greater use of the pier, there are parking areas on both its eastern and western ends.

Circulation on the pier is organized through defined paving patterns and through lighting. I have chosen paving patterns and lighting structures that have the least physical interference with the fishing industry traffic. The form of the lighting structures as well as the paving pattern evoke characteristics of the Gloucester fishing industry.

The State fish pier is the key to the prosperous future of the fishing industry, and I hope this project can be a start toward that future.

B) Fisheries Technology & Trade Facility - Caren Lanier

Working in conjunction with the overall strategy for the redevelopment of the State Fish Pier, I specifically focused on a concept for the end of the pier. After various conversations with members of the fishing community and after reading the extensive proposal for the redevelopment of the State Fish Pier, I assessed that there was need for a facility that could accommodate the development of fish technology, trade and processing. The proposed building includes research and office space, an open work room and exhibit area, an auditorium, library and eating facility.

It is my intent to create a place at the end of the fish pier that can be used for the promotion of the industry itself, while enhancing the public awareness of advancements and innovations in the fishing industry. The building is welcoming in appearance and makes a public gesture at the end of the pier. By accommodating the trucks with the existing loading zone, and by accommodating the boats on the south side of the pier, this building in its form and appearance expresses to the harbor front that the fishing industry is vital and active.

C) Laboratory for Fisheries Ecology - Lara Berkley

I am proposing a laboratory for fisheries ecology. Gloucester's long history of innovation in the fishing industry has always been a source of pride to its residents as well as an attraction to visitors. Unfortunately, however, the current fishing grounds are becoming less fruitful and the fishing industry is experiencing hard times. This problem is not without solution.

This project proposal envisions the introduction of an academic laboratory that would function in conjunction with the fishing industry of Gloucester. This would be a place where Gloucester's fishing industry could participate in research to discover new ways to harvest the local waters and a place where students of any age could learn about the specific ecology of Cape Ann's coastal area. In its laboratories and special fish culture tanks, marine biological experimentation would be conducted. In its covered work spaces, new types of equipment for harvesting and processing seafood would be built. In its auditorium and classrooms, lectures, seminars and exhibitions would educate the citizens and visitors to the city.

The site on Fort Point was chosen for its accessibility to both the inner and outer harbors as well as for its symbolic location at the mouth of the inner harbor. This project makes use of the former Bird's Eye factory as its administrative and public focus

(auditorium, library, classrooms and exhibition space). Along the beach is the laboratory for institutional use providing a built-in walk to allow those walking on the beach to move along the edge of the building at high tide. The covered pavilion, which is linked to both the public and laboratory spaces by specimen tanks, contains rigs for constructing and transferring large-scale scientific equipment. Across the street, one existing ship berth has been further excavated to bring the water closer to the work space with a hoist and pulley system to handle larger

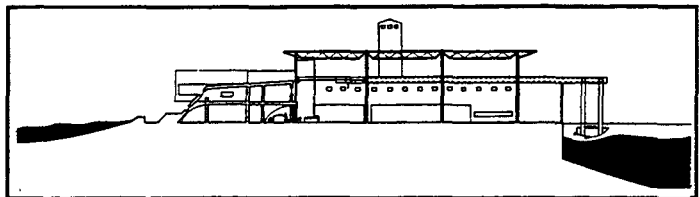


Figure 29 Fisheries Ecology Laboratory

equipment. Docking for two vessels and storage space along this pier complete the basic site plan.

This project is intended to benefit the residents of Gloucester first, and second to provide an attraction to those who visit the city. It is my hope that a facility such as this could help Gloucester become, once again, the center for innovation in the fishing industry.

Strategy II: Promote Fisheries Change in Technology and Location

The first strategy took an immediate but conservative view of the future. It tries to keep its future options open. The second strategy presumes that this will not be sufficient and that early in the next century, if Gloucester's fisheries are to survive, a major capital investment in water and water treatment must be made. Gloucester has a water shortage, and if the fisheries industry is to expand, it is going to need clean water and to treat dirty water. That is going to require a major capital infrastructure investment. If that investment is forthcoming, it is going to radically shift the technology and the location of the focus of the fishing industries toward the northeastern part of the harbor.

D) Industrial Infrastructure - James Olmsted

I propose a new infrastructure system along the water's edge from the Fitz Hugh Lane House to and including the State Fish Pier. This project will serve both the fisheries and the public at large. It includes a waste water system for the fisheries in which fresh water will be supplied from a desalination plant on the water's edge to the harborfront industries. Waste water will be collected and treated in a new facility also located along the water's edge. Numerous hook-ups to this treatment system will encourage new fisheries development in the harbor as well as the improvement of the present industry.

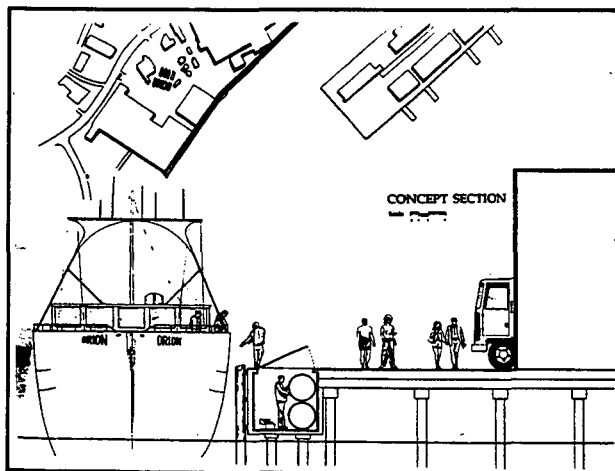


Figure 30 Bulkhead section

Integrated into this proposal are new and adaptable industrial buildings similar to those proposed for the State Fish Pier. A boardwalk will run along the edge of the harbor atop the water distribution system. Thus, a second function of this new construction will be to provide access for the citizens of Gloucester and the visiting public to the water's edge.

A new circulation pattern for cars, trucks, and pedestrians is proposed. The co-existence of pedestrians and fisheries on the water's edge requires a new approach to the organization of access. The fishing industries are most busy in the morning from 3:00 a.m. to 9:00 a.m. During this time, the boardwalk will be closed

to the public to allow the fisheries to operate at. In the afternoon, when the fishing industries are less busy, public access will be allowed full force along the boardwalk, with the option to close off sections of the boardwalk when that area is needed for the fisheries. In the evening, when the fishing industries are quietest, the public will be allowed full access to the boardwalk. Lights attached to buildings will illuminate the boardwalk for evening accommodation.

This major infrastructure investment for the fishing industry can help Gloucester retain and improve the elements of its economy and culture that it cherishes. At the same time, it is an example of how the interests of more than one group can be served along the harbor's edge.

Strategy III: Promote Historic, Arts and Fisheries Tourism

The third strategy, and the one in which the Park Service's interests are important, is to promote the historic, arts, and fisheries tourism potential of Gloucester. This involves several projects, including tourism on the fish pier, proposals which link the Cape Ann Historical Society Museum via the Fitz Hugh Lane House to the harbor, a proposed bicycle path around the harbor, and a project to express the artistic heritage of Cape Ann and Gloucester.

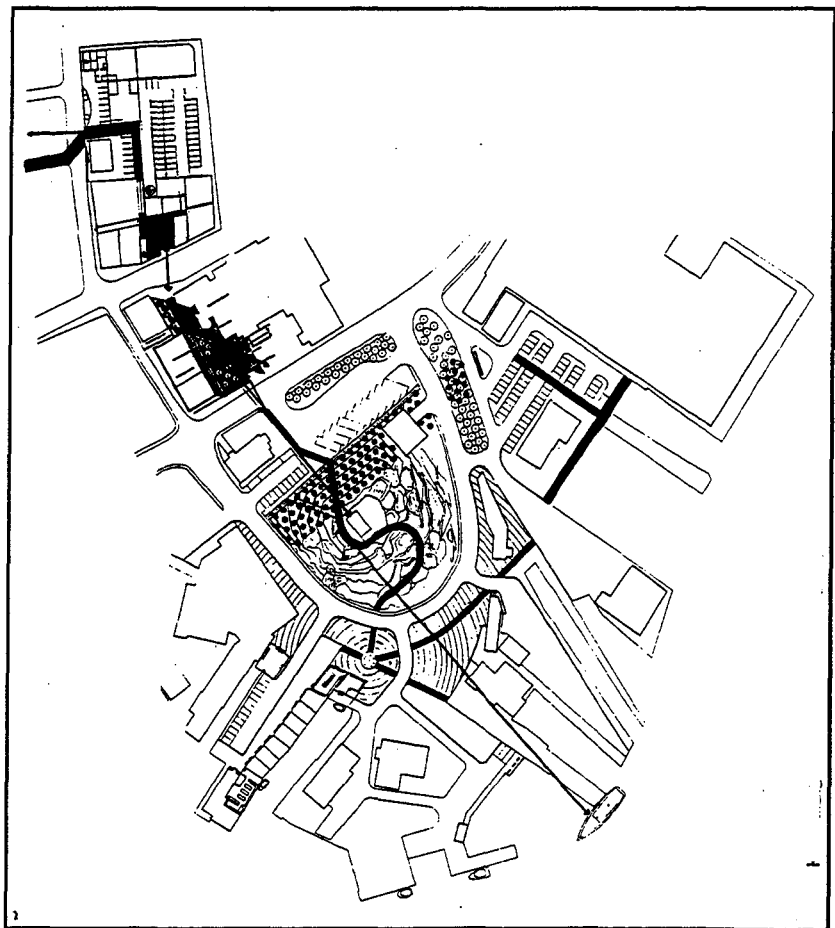


Figure 31 Museum to Harbor Link

E-F-G) Museum - Harbor Link - Goto, Thompson, & Fun

If tourism were to double, and if the fishing industry were to revive and double as well, traffic along Rogers Street would be impossible. This would be due to the conflict between trucks, tourist cars, buses, and the everyday needs of the citizens of Gloucester. Therefore, this strategy and all the following strategies that we present, have several transportation proposals in common. The first of these is to "capture" the tourists that come by road, whether by car or by bus, at the ends of Rogers Street which already have easy access from Route 128. By adding parking facilities and, at the same time, instituting a harbor ferry that would link the principal tourist objectives by boat, Rogers Street can be maintained as an efficient circulation route for Gloucester's industrial waterfront, and for access to the civic core. A proposed harbor ferry should be operated in a figure-eight pattern which would give twice as much service between Rocky Neck and the civic core than between the other links. These transportation improvements would be to everyone's benefit.

Based on the assumption that major physical investment will need to be made towards upgrading infrastructure for the fishing industry, it was decided that a more fiscally conservative attitude could be adopted towards short-term improvements in the rest of the city. This policy guided four linked projects; the first, by Seiko Goto, involves the expansion of the Cape Ann Historical Society and Museum to Main Street. Sue Thompson's project, the Housing Link, makes a connection between Main Street and Rogers Street. The next, by Siew-Leng Fun, the Historical Harbor Park, links Rogers Street to the harborfront via the Hugh Fitz House. Finally, the Marine Railway, which is unique in the sense that it is a working railway with historical significance as well as educational and tourist appeal, is restored in a project by Brita Brookes.

E) Museum Expansion to Main St. - Seiko Goto

The intention of this project is to link the Cape Ann Historical Society Museum to the historic sites on the waterfront, in order to provide visitors with a marine history tour with the minimum amount of change to the existing conditions. There are two elements to this project. The first part is the extension of the museum into the Brown's department store building which is currently vacant and would be renovated as a museum addition. From here, the Fitz Hugh Lane House and the waterfront are visible. The first floor of the Brown's building would be used as new exhibition space and as a National Park Service office. The second floor of this building would be turned into apartments. A new corridor-gallery would link the Brown's building to the existing museum. The second part of the project proposes construction of a new parking garage behind the museum which could be used by Gloucester citizens, museum employees, and visitors.

Extending the museum towards Gloucester's busiest street, Main Street, and "connecting" the art and historical artifacts in the museum with the active waterfront would help Gloucester. It would provide a central role for the Historical Society in interpreting the past for the benefit of present and future generations.

F) Housing Link - Sue Thompson

This project proposes a four-story housing complex with underground parking on the existing site adjacent to the police station. It creates a pathway which connects Main Street and its proposed museum extension to Rogers Street through a sequence of existing stairways. It proposes to extend the public spaces adjacent to the housing by reducing the width of the existing stairs and by adding walls to direct the views through and from the site. As amenities for the new housing, the design proposes a glass enclosure on the main terrace and a rooftop structure for viewing the Fitz Hugh Lane House and the surrounding harbor.

The images show the view from the top of the site on Main Street looking toward the Fitz Hugh Lane House through the proposed grouping of trees, and an overview of the project area, including seating, terraces, stairways, and the entrance to underground parking.

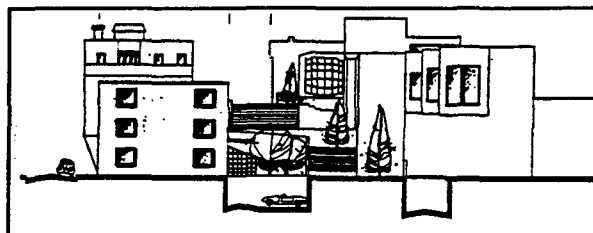


Figure 32 Roger's Street Elevation

G) Historic Harbor Park - Siew-Leng Fun

The design of the Historic Harbor Park exposes the visitor to the history of Gloucester. The Fitz Hugh Lane House and the Adventure are connected back to the city. The vacant Fairtry fishery plant is adapted for reuse as a seafood restaurant, fishmarket and retail store. While deciding against proposing more buildings, this scheme connects these existing elements in both a visual and functional route. The route takes one from the Cape Ann Historic Society museum, via the steps of the new housing complex to the Fitz Hugh Lane House. A bosque of trees screen the house from Rogers Street. Moving through the trees to the Lane House, the harbor and the Adventure come into view. Across the Harbor Loop, in front of the Fairtry fishery plant, one can then look back to the city, catching sight of three of its major monuments: City Hall, the Lane House, and the spires of Our Lady of Good Voyage. This spot is an orientation point for the visitor with informational and directional signs.

The design of the harborfront takes into consideration the existing harbor activities and the need for industrial access to the water's edge. The design re-organizes the way pedestrians and vehicles coexist. Vehicular access is kept as required, while the pedestrian access respects waterfront work activities and loops around the workplaces so as not to interfere with these activities.

H) Gloucester Marine Railway Restoration - Brita Brooks

The marine railways are an expression of the maritime working history of the city. They provide an opportunity to observe the marine trades, and for some, to learn through apprenticeship. However, the railways are in danger of being forgotten and abandoned. Assistance is needed to improve their existing facilities, expand their work space, and adding new buildings. This proposal adds new storage buildings, including a warehouse for fiberglass work aiding in keeping the business operating during wintertime. The design also proposes a boardwalk along

the side of the railway which would serve both as a windbreak and an observation deck for visitors.

At the Rocky Neck railway site, in addition to industrial improvements, the construction of a bed and breakfast for the fishing community is proposed. This would involve the rehabilitation and expansion of an abandoned building next to the railway warehouse. It would include a bar and lounge and eight overnight rooms for fishermen and others.

I) The Landscape and Art of Fitz Hugh Lane - Katherine Ellsworth

In addition to its maritime history, Gloucester has an important reputation in American art history. This project proposes to make the public aware of this artistic heritage via many of the artists' works that have been done over the past two hundred years in Gloucester. A number of stations around Gloucester harbor will display replicas of paintings by Fitz Hugh Lane in the place that they were painted. Thus, the viewer can compare the landscape of the painting with the situation as it occurs today. The stations are sited in cooperation with the Cape Ann Historical Society museum, the largest holder of Fitz Hugh Lane's paintings.

While initially focusing on the works of Fitz Hugh Lane because of his prominence as a native of Gloucester, the network of stations is not intended to be restricted exclusively to his work. Other artists' works should be placed in the landscapes where they were created and especially when the original paintings are accessible in Gloucester. The intent is that Gloucester's history, geology, and the unique quality of its light be understood by visitors and residents alike.

J) Gloucester Circulation and Bicycle Route - M. Toda

The bicycle route provides a safer and more pleasant passage for both residents and visitors. It links many existing and proposed points of interest, including Stage Fort Park, the Fisherman's Statute, St. Peter's Square, the City Hall area, the Lane House, the State Fish Pier, and Rocky Neck. The bicycle route is also designed as part of the bicycle network throughout all Cape Ann.

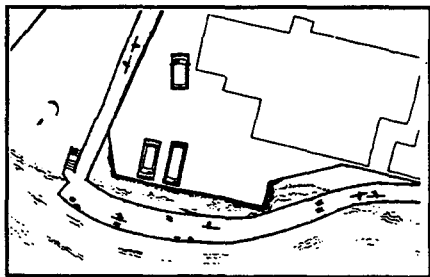


Figure 33 At Pavilion Beach

In order to make a safer bicycle route, it avoids dangerous and congested intersections, and has separate bicycle lanes on roads with heavy traffic. Much of the route is adjacent to the harbor, and offers scenic views of the water and fishery activities. The total length of the bicycle route in the central area of Gloucester is about six miles. In addition, it provides bicycle access from all major parking areas, the railroad, and the proposed harbor ferry stops.

Strategy IV: Express the Landscape of Cape Ann

The fourth strategy is directed at the people of Gloucester and particularly its young people. It unifies some ideas of several students whose studies were directed towards expressing the landscape of Cape Ann. It takes a long time to get to know this place and so the landscape of Gloucester ought to be expressed more clearly so that people can understand it and value it earlier in their lives. As a result, the projects undertaken to express the landscape of Cape Ann do so in a way that is associated with paths to schools, parks, and places that would be part of the normal everyday patterns of the younger people in Gloucester.

K) Expressing the Landscape - Jean Cavanaugh and Chris Condit

This project explores different ways of exposing the glacial landscape of Cape Ann within the City of Gloucester. Cape Ann has a unique geology of terminal moraine, rocks and boulders which were left when the glacier receded. This gives rise to a very diversified landscape of woods and swamps (such as those in Dogtown), salt marshes, tidal flats, and the beaches of the rocky coast around Gloucester.

Human settlement here has been a dialog between man and the powerful landform of glacial moraine. Much of Gloucester's strength comes from its history of building homes and finding ways to make a living within this type of landscape. From the original town center in Dogtown Commons, one can trace this dialog through the cellar holes carved into the stone, the quarries and gravel pits, and the old stairways which lead to the water's edge. This project attempts to capture the history of human habitation in Gloucester through a network of pathways, stairways, and parks which are carved into the glacial landscape.

Near the elementary school and continuing down to Fisherman's Park, we propose building a stairway which would connect the neighborhoods around Portuguese Hill. It would give school children a path on which to walk safely to school. This path would also give tourist access to the large boulder on the top of Fisherman's Park, a place which offers views over the city and the harbor.

As an element of the sequence of paths that has been described, the Main Street site at the bottom of Portuguese Hill provides another good opportunity to reveal and rediscover the underlying forms of the geological and cultural patterns of the city. Here, the design

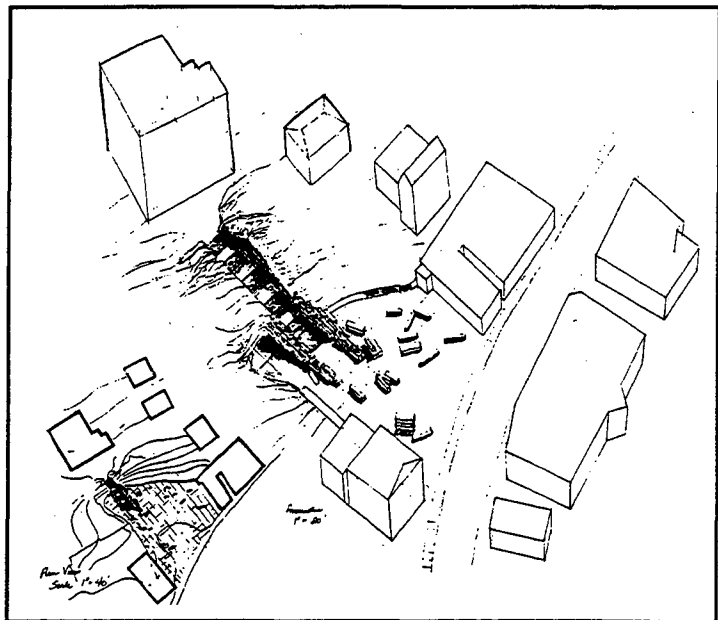


Figure 34 Proposed pathway

proposes that a staircase be craved into the existing outcrop and extended out into the site. Large, solid granite blocks, recalling the quarries that operated in Lanesville, frame the staircase and provide seating and informal settings.

The staircase also recalls the vertical circulation patterns which have traditionally existed between the neighborhoods and the waterfront. It is a place of transition and movement and emphasizes the underlying rock that characterizes the city.

L) Fort Point Park - Joseph Favour

Fort Point Park is a sequence of public spaces on Fort Point, re-creating the story of development in this area. Each space reveals the changes to this landscape by "peeling off" layers of development on the Fort. Each also serves the everyday visitor or the occasional tourist by providing places to sit, to eat, or by providing a new place to walk. It is a place for a visitor, for a resident, or for the mailman who was seen walking along the beach on his delivery route. Finally, these spaces work in concert with each other--being visible from each other-and provide a network of permanence and stability that will enhance the qualities of Fort Point.

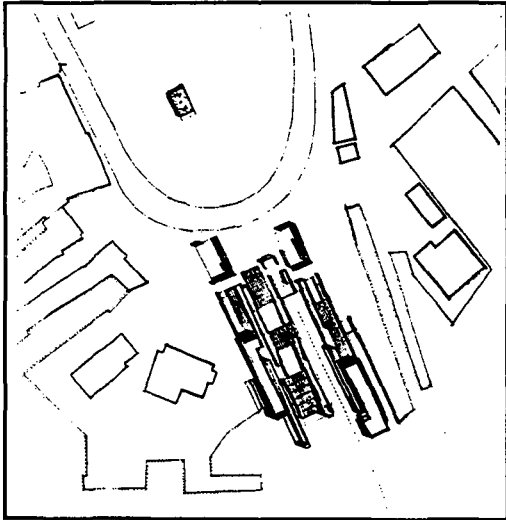


Figure 35 A Harbor Space

M) A Harbor Space - Jason Chandler

This is a public space that symbolizes Gloucester's relationship to the harbor and the ocean beyond. The project is located between the Coast Guard building and the marine railway and is meant to re-establish the vista to the Fitz Hugh Lane House and back to the water. It provides the Adventure an appropriate place to stay as well.

This is a place for the town to reflect upon itself. The design of the landscape reflects the energetic quality of the activity on the water's edge.

Strategy V: Promote Civic Infrastructure

The fifth strategy presumes the overall success of the preceding ones, and it presumes that there will be a time, not too far from now, when Gloucester will again have to examine its civic infrastructure. This has happened before in Gloucester; it happens every few generations. A series of projects is proposed that looks again at the civic core and several other public aspects of Gloucester such as its entrances and parks.

Some additional transportation and circulation changes are foreseen. It is clear that the Boston Metropolitan area, of which Gloucester is a part (whether it likes it or not), is going to be increasingly relying on public transportation. Gloucester is very fortunate to be on the MBTA

rail line, and one of the projects envisions a new railroad station acting as an entrance to the city. We know, as part of the amelioration program now being considered as part of the Boston Central Artery Project, that a study of re-introducing rapid boat service to Gloucester is being undertaken. A hydrofoil could link the cities regularly in less than thirty minutes. The fifth strategy assumes that this will happen and that rapid boat access and rapid "T" access are going to change the accessibility of the core of the city.

In this strategy it becomes even more important to ensure that the many tourists who want to come (particularly by bus) don't have to drive all the way in, and that they have a way of stopping and parking outside. At the same time, it is going to be more difficult for the increasing numbers of trucks to get into the city. Therefore, it becomes important to create a holding position for trucks outside the immediate industrial zone so that they can park to be called in by radio when they are needed, and not before.

N) The Eastern Entry - Hideuki Nakatsu

In order to make people recognize that they are entering this city and its harbor area, a new east entrance for Gloucester is proposed at the end of Route 128. The design scheme has two parts; the first provides parking for 150 cars and a holding zone for 15 trucks separated by a concrete wall but connected by a promenade to the second part, a new waterfront park.

When people come to the city of Gloucester via route 128, they see the wall as a gate, emphasizing the first view of Gloucester harbor when people come through it. A reorganized circulation pattern provides access to the new harbor park, where drop-off and short-term parking facilities exist. The harbor ferry would land at the park and provide visitors with convenient, enjoyable and educational access to Gloucester's places of interest.

O) Gloucester Landing - Michel B. Ablon

The Gloucester Ferry Landing is seen as one of the two ends of a link between the "T" station and the new water transportation terminal via the civic core of Gloucester. Four students worked on this project together, envisioning this civic link.

The new ferry landing serves two prime functions: one is for the Boston-Gloucester hydrofoil. Commuter parking is provided very close to the terminal building and the landing. The second function of the terminal would be for an inner harbor ferry. The purpose of this inner harbor ferry is to connect the different amenities of Gloucester, such as the new eastern entrance, the new western crescent park, and various other sites along the harbor. The paint factory also has a landing which would connect to the art colony, as does the back of Ten Pound Island with its lighthouse.

Each of these landings is designed to express its special portion of Gloucester. The main landing takes advantage of the opportunity to give Gloucester a front door on the water, with the white hovering canopy symbolic of Gloucester's long engagement with the sea. The paint factory landing is expressed by an arch which begins a "gateway" to the inner harbor, a symbolic gesture.

P) Harbor Link - Jim Wilson

This proposal is located at the unbuilt property between Rogers Street and the water's edge. It is a major development which links the waterfront to the commercial activities on Main Street. Specifically, the project is designed to accommodate a variety of marine industrial uses, one of which is a vocational school for marine technologies. A building for a small theater company, a public harbor park, and a senior day center are also included. Furthermore, this project allows tourist and local residents access to the site without interference with the work going on there. Many publicly accessible places are provided; places where one could go to, sit on a bench,

observe the hustle and bustle of daily life on the harbor while remaining safely out of the way. The roofs of the adjacent buildings have been designed to be accessible to the public, and from these rooftops one has commanding views of the majesty of City Hall, the harbor and the ocean.

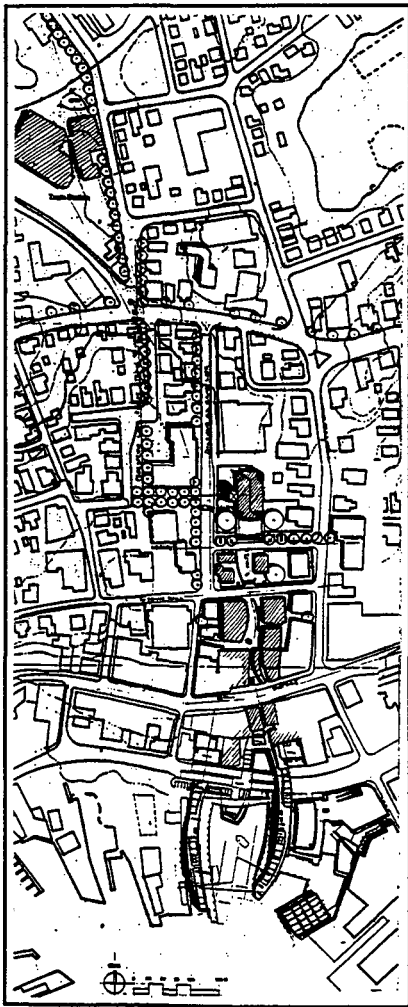


Figure 36 Civic Connection

The images show a view of the project as it would be seen approached from the water. The intent is to create a frame for the view to City Hall, as part of a front door to the city.

Q) Civic Connections - Rene Bihan

This project links a series of civic spaces and events which would center around City Hall and connects them with pedestrian and vehicular routes.

Dale Avenue is re-established as a main civic corridor in the city. A new space adjacent to the tower of City Hall connects to a pedestrian link leading to the 'T' station. It would also cross-connect with the Cape Ann Historical Society museum and the Gloucester library. The design relocates some of the parking and other elements which have come right up to the front door of City Hall, and provides City Hall with the kind of distinguished space that a building of its stature deserves. The design includes the link down to the waterfront, via an in-fill project of commercial/retail spaces with parking below. Commercial/retail spaces would be entered from both the new central pedestrian space and from Middle Street. The intent is to bring people directly to the civic center and let them disperse from that center, both to the commercial area on Main Street and to the cross-axis from City Hall to the waterfront.

R) The New MBTA Entry - Michael Lok

This proposal relocates the existing MBTA commuter rail depot. It is rebuilt in the triangle between Railroad Avenue and Maplewood Avenue. This is a more prominent location for the railroad station, and it creates a stronger link from outside of the city to the civic core of Gloucester and its waterfront.

In this design, the existing railroad line is kept while a new platform is designed with the crescent-shaped building as the station, with several new activities inside. The design of the tower at the railroad station allows people to go to the top and watch the trains coming and going. It also houses the ticket booth on the first-floor level. The existing supermarket is kept but slightly reconfigured, to include a bakery and a newspaper stand, and to share some of its functions with the interior of the railroad station. The existing bank and the dry cleaner have been moved to adjacent new buildings. A parking lot for commuters is constructed as well as a bus stop for the CATA bus. A pedestrian walkway connects to the civic core.

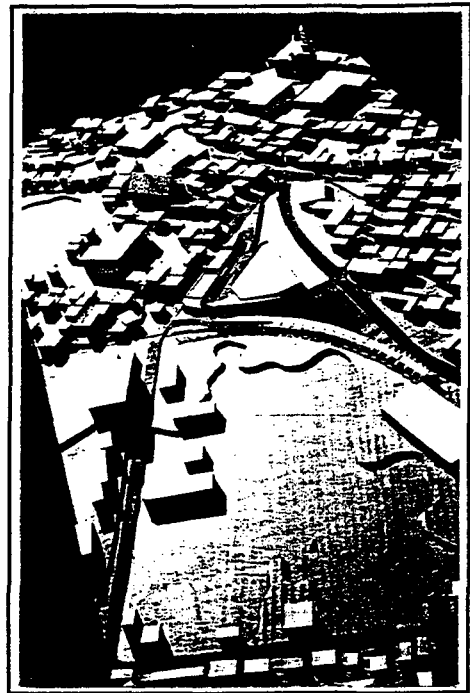


Figure 37 MBTA Station

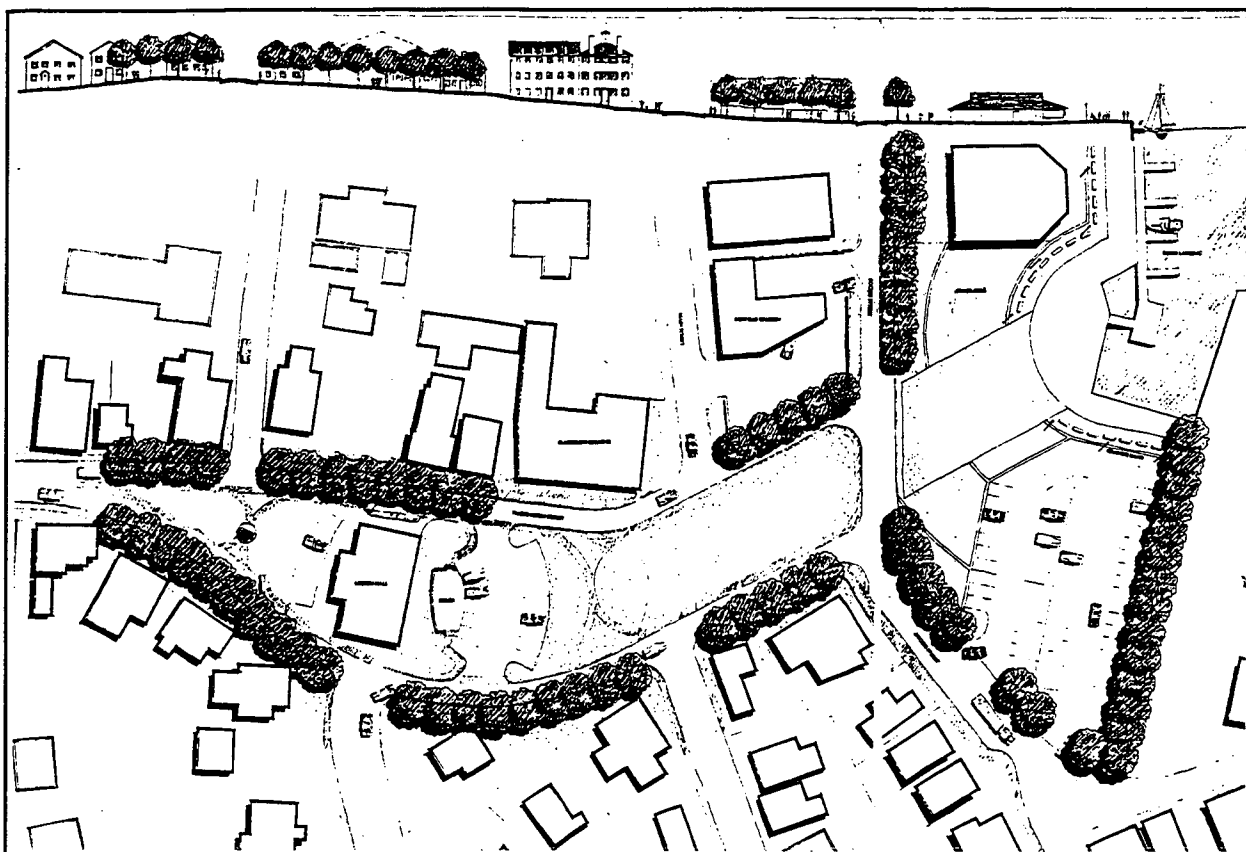


Figure 38 Washington Street to Saint Peter's Square

S) St. Peter's Square and Washington St. - Dwight Demay

This proposal contains two projects, both of which deal with circulation into the city as well as access to the waterfront. The first project is a re-design for St. Peter's Square with the intent of providing year-round access to the waterfront. Currently, St. Peter's Square and the town landing are among the few places where the public can gain access to the water. However, this potential is not fully realized. By relocating forty parking spaces of the one hundred and three that are now in this area to other parking facilities proposed in other projects, there is room for seating and pedestrian areas from which to view the fishing facilities in the inner harbor. This part of the project would be relatively simple to implement, requiring little cost and having a quick construction phase.

The second project involves creating a clear connection down Washington Street from Legion Hall to St. Peter's Square. This would improve the circulation that presently is confusing and congested in this area as well as providing visual access to St. Peter's Square and through to the inner harbor. This project has a higher cost, as four houses would have to be relocated and one house would have to be renovated. In light of these costs for improvement, I would like to reiterate what was said initially; that these projects are points for discussion.

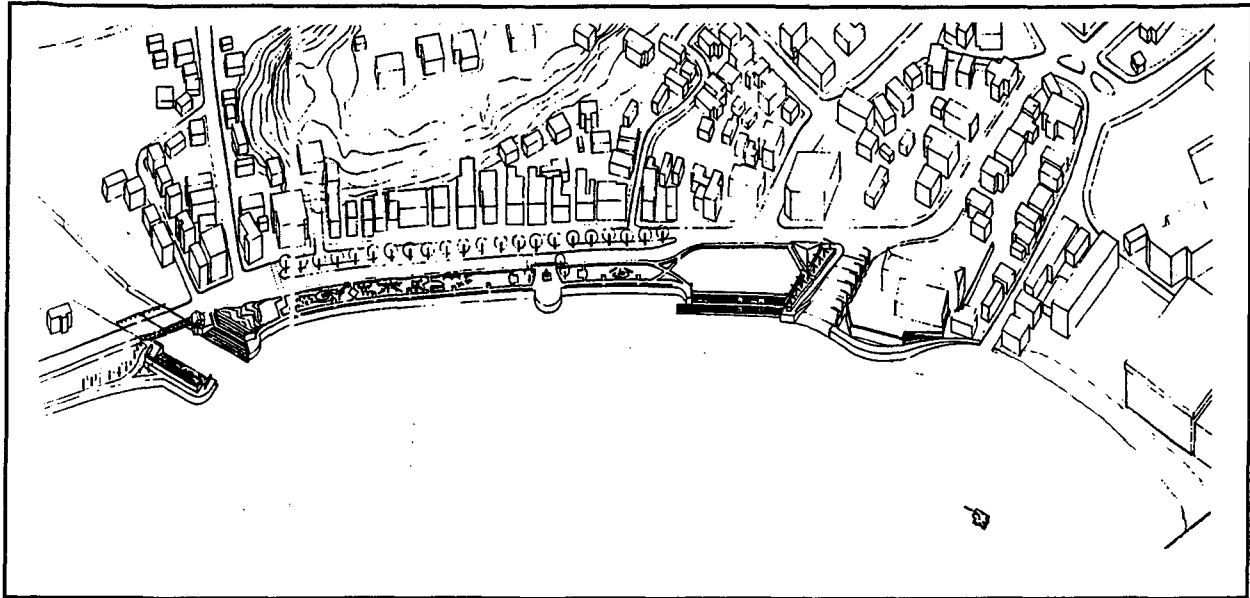


Figure 39 The Western Harbor Crescent

T) The Western Harbor Crescent - Tim Harrison

This project proposes the redesign and improvement of a very important area: Stacey Boulevard and Stage Fort Park, which I am calling the Western Harbor Crescent. It includes a walkway that connects the civic core with Stage Fort Park across the Blyman Bridge. The first element, at Stage Fort Park, is a new ferry landing which is part of the inner harbor ferry system. Also included is a marina for recreational boats and visitors. In this area, the National Park Service could develop a "perspective center" to provide an orientation for visitors as well as the people of Gloucester who frequently walk through this area. It would have an exhibition pavilion and a relief model of Cape Ann, showing Gloucester and its geological context.

An important, if not common, experience in Gloucester is waiting to cross the Blynman Bridge, both as a pedestrian or in a car. It doesn't seem as though the wait that often occurs is going to be solved in the very near future. Therefore this project proposes to serve this experience. The design envisions a set of large stairs that can be inhabited; a place from which to observe the harbor and its boating activity as well as waiting cars.

Around the Gloucester Fisherman Statue, and across Stacey Boulevard from a residential area, a new park is proposed. There are playground elements as well as places along the way for local artists to exhibit work. At the civic end, the median is removed and the park widened into a more grand area that can be used for the festival activities or possibly as a site for a Fishermen's Wives memorial. Also, and very important, is an extension of a boardwalk from Pavilion Beach to Stacey Boulevard, celebrating this boat landing as a symbolic and functional connection to the city.

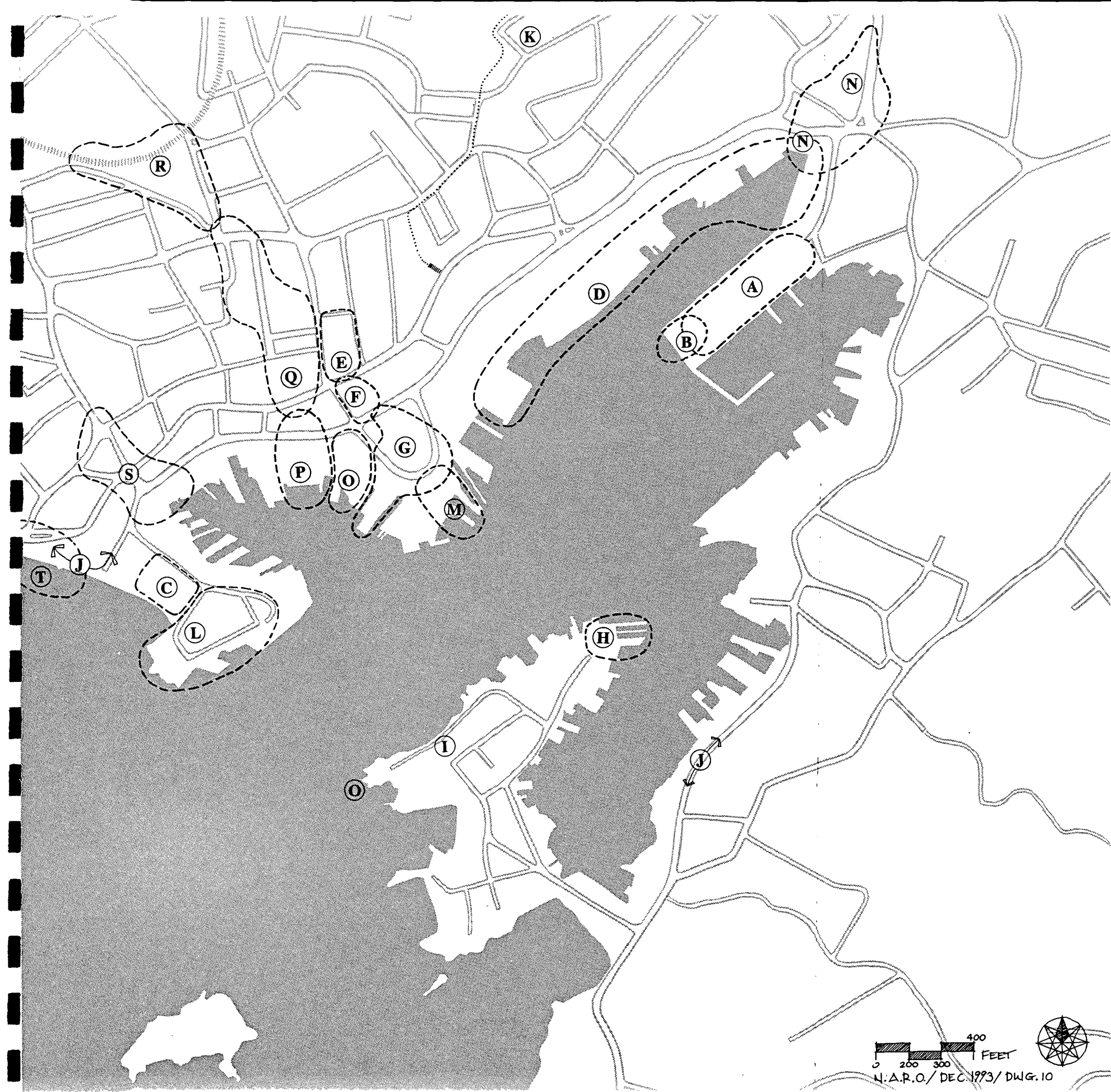
U) Implementation & Cost Parameters - Antonio Peniche

Twenty-one of the students have shown you the benefits of their projects. However, it would be irresponsible not to discuss the costs. This project has the very difficult task of trying to estimate, in a very uncertain economy and time, what the costs are of these projects. They are "reasonable guesses" based on general estimating "rules of thumb," applied in New England to projects of this type and of this magnitude.

This section estimates cost parameters for the projects, based on the assumed construction methods and materials. There is a wide range of types of projects and they also vary in their costs. For example, the smallest project is the proposal to locate replicas of Fitz Hugh Lane paintings, and costs about \$20,000. The largest project in terms of cost is the new infrastructure for the fishing industry, at approximately \$40 million. If we assume that all the students' projects were to be developed to their full extent, the price tag could run from \$135 to \$150 million at current construction costs, not including land costs.

The many projects involve important changes: their benefits and costs can be a starting point for discussion in which Gloucester's citizens, its government, community leaders, civic organizations, and the representatives of the industries involved, can have a basis for developing their own strategies for the benefit of Gloucester's future.





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Conclusion:

We have shown you five strategies and twenty-two projects. These twenty-two projects group themselves in many different ways; some projects are elements of one strategy and some can be part of all five.

The first of these is a conservative strategy to immediately promote fisheries improvement but to keep industrial options open. The second proposes investments to promote fisheries change, both in technology and ultimately in location. This is the big infrastructure decision. The third strategy actively promotes historic, arts, and fisheries tourism, with the National Park Service finding its appropriate role. The fourth is to express the landscape of Cape Ann, especially for the younger generation. The fifth, assuming a prosperous future, is to improve the civic infrastructure of the city.

When we consider the costs and the private, public, and institutional interests which would have to be coordinated on any one of these projects, let alone any combination, we realize that any strategy is an enormous political task. But this is what Gloucester faces.

This study has been a wonderful experience for us, an interesting and a challenging one. We hope that it is of interest to you and that it causes the conversations, the arguments, and the decisions which we think Gloucester needs to resolve and to undertake. This city is not going to get better by deciding to do nothing.

Thank you very much for allowing us to participate in this process.



Appendix 5

Gloucester Waterfront Study: Land Use and Economics

Gloucester Waterfront Study: Land Use and Economics
by The Urban Harbors Institute

See the companion volume to this report

Appendix 6

Legislation authorizing a Special Resource Study of Gloucester, MA

Funding for this Special Resource Study has come from a 1992 Interior Appropriations Act under P. L. 102-154. There was no language indicating any specific intent.

This report has been prepared to provide Congress and the public with information about the resources in the study area and about how they relate to criteria for parklands applied by the professional staff of the National Park Service. Publication and transmittal of this report, including any discussion of a preferred course of action, should not be considered an endorsement or a commitment by the National park Service to seek or support either specific legislation authorization for the project or appropriations for its implementation. Authorization and funding for any new commitments by the National Park Service will have to be considered in light of competing priorities for existing units of the National Park System and other programs.



Appendix 7 Bibliography

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NATIONAL MARITIME HERITAGE ACT OF 1994

A SUMMARY OF HR 3059

PASSED BY THE MERCHANT MARINE MARINE AND FISHERIES COMMITTEES

SECTION 1. SHORT TITLE.-- "National Maritime Heritage Act of 1994".

SECTION 2. FINDINGS.-- Illustrates the need to support maritime projects to ensure the future preservation of the national maritime heritage of the United States.

SECTION 3. NATIONAL MARITIME HERITAGE POLICY.--States a national policy to foster maritime heritage through a partnership with Federal, state and local governments, including State Historic Preservation Officers, and private entities.

SECTION 4. NATIONAL MARITIME HERITAGE GRANTS PROGRAM.-- Establishes within the Department of the Interior a competitive grants program half of which will fund maritime heritage projects through the National Trust for Historic Preservation which will award sub-grants for educational maritime projects and the other half to fund sub-grants through State Historic Preservation Officers for National Register and National Landmark capital preservation projects. Criteria for grant awards include demonstration of broad audience potential and a matching resources of non-federal funds on a 1-to-1 basis. Certain specified interim projects which have an immediate need have been made eligible for grant consideration.

SECTION 5. NATIONAL MARITIME HERITAGE GRANTS COMMITTEE.-- From nominations to the Secretary of the Interior, a regionally balanced advisory committee composed of 13 members of the maritime community with knowledge and experience in maritime heritage and preservation is established by the Secretary. This committee is to review grant proposals, recommend funding, identify priority projects, and perform other duties as appropriate. The National Trust for Historic Preservation has the responsibility to provide administrative support services.

SECTION 6. FUNDING.--Authorizes 50% of the proceeds from scrapping obsolete National Defense Reserve Fleet vessels to go to MARAD for maintenance of the NDRF fleet, 25% to go to the Merchant Marine Academies for training projects and 25% of the proceeds to fund the National Maritime Heritage Grants program with 15% of those funds for administration by the NTHP and the Park Service up to a ceiling of \$500K annually.

SECTION 7. DEFINITIONS.-- Defines various terms in the Act.

SECTION 8. REGULATIONS. --Requires the Secretary of the Interior to promulgate regulations implementing the grants program.

SECTIONS 9-12. VESSEL CONVEYANCES.-- These sections authorize the conveyance of specific vessels from the National Defense Reserve Fleet for display, economic development, or other specified purpose.

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