

APPENDICES

Appendix 1. Commercial Fishing Industry Needs On Gloucester Harbor, Now And In The Future

A Supplement to: A Study of Gloucester's Commercial Fishing Infrastructure:
Interim Report, October 15, 2003

By Gloucester Community Panel
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A. BACKGROUND TO THIS REPORT

1. The Gloucester Community Panel was created as part of the ‘community panels project,’ a cooperative research project funded by the Northeast Consortium and the Saltonstall-Kennedy Program with principal investigators David Bergeron (Massachusetts Fishermen’s Partnership), Dr. Madeleine Hall-Arber (Massachusetts Institute of Technology Sea Grant Program), and Dr. Bonnie McCay (Rutgers University). The Gloucester Community Panel is a group of fishing industry experts from Gloucester: some members are commercial fishermen and vessel owners; others are owners of shoreside businesses that support the commercial fishing industry; and a few are both vessel owners and shoreside business owners.⁸²

2. In 2003, the Gloucester Community Panel decided to study the status of the shoreside infrastructure that supports commercial fishing in Gloucester. There was widespread concern among panel members that the shoreside infrastructure that supports commercial fishing in Gloucester was precarious and in serious danger of becoming more so.

3. The group prepared a study of Gloucester’ shoreside infrastructure that

- identified infrastructure elements critical to commercial fishing;
- identified and listed each of the businesses and spaces in Gloucester (as of October 2003) providing services in each of these critical infrastructure areas;
- provided detail about the history and status of many of the particular businesses; and
- characterized the port as a whole, and its ability to support commercial fishing.

4. On October 15, 2003, the panel submitted an interim report of its work to the New England Fishery Management Council. The report was submitted as comment on the then-pending Amendment 13 to the New England groundfish management plan. In submitting the report, the panel hoped to focus the Council’s attention on the effects of its fishery management decisions on the shoreside infrastructure that supports (and makes possible) commercial fishing.

5. In the summer of 2004, the Gloucester panel met again to discuss shoreside infrastructure. The meeting this time was occasioned by the fact that the City of Gloucester was planning a 2004 update and revision of the City’s Harbor Plan. The community panel sought to use its combined fishing industry expertise to provide considered input to this harbor planning process. Moreover, the panel is aware that the City’s aim is to write a detailed Designated Port Area (‘DPA’) master plan as part of this

⁸² A full description of the panel may be found in the panel’s report, “A Study of Gloucester’s Commercial Fishing Infrastructure,” available online at www.fishermenspartnership.org (click on ‘Community Panels: A Pilot Project’).

revised harbor plan, and the panel wishes to have its views known and taken into account in this DPA master plan process.

6. The present document focuses on fishing industry needs on Gloucester harbor, now and in the future. This report is a supplement to the October 2003 report, and should be read in conjunction with that earlier report. It does not repeat the information in that earlier report; rather, it incorporates and builds upon that earlier information.

7. There are important limitations to the work of the Gloucester Community Panel's work on commercial fishing infrastructure in Gloucester. While we aspired to examine the shoreside infrastructure that supports all types of commercial fishing in Gloucester, for a variety of reasons we focused more on groundfish than on other species. Thus, there is more work to be done to understand the particulars of infrastructure needs, now and in the future, of lobstermen, clammers, tuna fishermen, and others, and how well these needs are being and will be met on the waterfront. All this is to say that, if anything, our earlier report and this supplement *understate* the infrastructure needs in Gloucester of the commercial fishing industry. One panel member noted in passing, for example: "*We've never really talked about what kind of contribution lobster boats make to the city, and yet, from a volume standpoint, they probably take up more docking space than the larger boats because there are so many of them . . .*"

B. BASIC PRINCIPLES AND FACTORS

Several basic factors and principles guide the panel's view of the commercial fishing industry's shoreside needs in Gloucester harbor, now and in the future. These factors and principles inform each of its specific recommendations. These are the following:

1. Gloucester is a full service, regional hub port for the commercial fishing industry.

a. Gloucester is a regional hub.

The work of the Gloucester community panel revealed very plainly that the port of Gloucester is a regional center, or 'hub,' for the commercial fishing industry in the northeast.⁸³ Gloucester's shoreside infrastructure supports fishermen who live in Gloucester and neighboring communities (Rockport, Beverly etc), but also, to a very important degree, fishermen who live as far afield as Ellsworth, Maine and Cape May,

⁸³ See Chapter 3.

New Jersey.⁸⁴ Fishermen who live outside of the Cape Ann area rely on Gloucester in a variety of ways. These include (1) bringing vessels to Gloucester to fish from Gloucester for a temporary period of weeks or months; (2) landing fish in Gloucester while fishing from other ports (e.g., on the South Shore); (3) coming into Gloucester by car (or vessel) to pick up gear and other supplies; (4) coming into Gloucester by vessel for vessel repair and haul-out; and (5) picking up supplies, gear, ice, grub, etc., while in Gloucester to fish, land fish, get a haul out, or for a variety of other reasons.⁸⁵

b. Gloucester is a ‘full service’ port.

Moreover, the Gloucester panel’s work made clear that Gloucester is a ‘full service’ port: The fishing industry can get (just about) everything it needs to go fishing here in Gloucester. Fishermen can get ice, fuel, gear, bait, and grub; they can get their boats hauled out and worked on; when they return to port they can sell their fish at the auction or directly to buyers; there are settlement agents and maritime attorneys; there is space at the dock to load and unload boats and to load trucks; and there is space, however limited, to tie up vessels.

There is a direct relationship between Gloucester’s being a ‘regional hub’ and its being a ‘full service’ port: Gloucester is a regional hub in large part *because* it is a full service port. If Gloucester did not have the full suite of services to support commercial fishing, it is likely that (1) vessels resident elsewhere would cease coming to Gloucester to land fish, to pick up services and supplies, and possibly even to fish (bypassing Gloucester for another port, like New Bedford, where they can meet all of their demands in one place), and (2) vessels resident in Gloucester would migrate out of Gloucester to fish from more fully equipped ports.

c. Gloucester’s status as a full service regional hub port is precarious.

Finally, while Gloucester is still – in many respects – a full service, regional hub port, it is in danger of ceasing to be so. This is due, in part, to diminished groundfish landings from the late 1980s to the present. As described in our earlier report, in many critical areas of infrastructure there are only one or two businesses supplying services, and many of these businesses are either (1) failing or (2) diversifying away from the fishing industry (or, in the case of fish buying and processing, away from groundfish). These

⁸⁴ This is separate from the fact that, as it has through-out its history, Gloucester draws vessels, fishermen, and fishing business entrepreneurs from around the world; some recent examples being the Pacific Northwest, Ireland, and Korea (via Vancouver and Oregon).

⁸⁵ Gloucester’s importance as a ‘hub’ port must not be under-appreciated: The work of the *Community Panels Project* outside of Gloucester has shown plainly that commercial fishing infrastructure in the small ‘spoke’ ports consists solely of (1) dockage (moorings and dockage with capacity to load and unload), (2) parking spaces, and (3) access to a hub port. If Gloucester ceases to function as a hub port, the industry will be hurt not only in Gloucester, but also along the coast.

businesses are critical to the future of the industry and the panel is strongly in favor of creative, flexible ways -- within the considerable latitude provided for in Massachusetts' Designated Port Area and other Chapter 91 regulations -- of supporting the businesses that support the fishing industry, in order to ensure that they will continue to be able to serve the fishing industry. This is especially important because, as we detail below, regulations are in place to rebuild groundfish populations to levels that can sustainably support substantially increased levels of groundfish landings in the future.

2. New England groundfish stocks are of major importance to the port of Gloucester and they are rebuilding.

a. Groundfish are key species for the port of Gloucester, and a rebuilt groundfish fishery could have a big impact on Gloucester.

Many species are currently landed in Gloucester: lobster, tuna, hagfish, monkfish, herring, mackerel, whiting, scallops, and others, in addition to cod, haddock, flounder, pollock, and other groundfish species.⁸⁶ However, the groundfish species, because of their volume, value, and proximity to the port of Gloucester, are consistently of major significance to the port.⁸⁷ Therefore, the rebuilding of groundfish stocks and the projected increases in New England groundfish landings through the next decade *could be* extremely significant for the port. They will be, however, only if Gloucester cares for, maintains, and builds up its shoreside infrastructure supporting commercial fishing.

b. The National Marine Fisheries Service projects a dramatic rebuilding of groundfish stocks in New England.

The purpose of Amendment 13 to the Northeast Multispecies Fishery Management Plan (effective May 1, 2004) is to rebuild New England groundfish stocks to levels that will allow them to be fished, sustainably, at much higher levels than they have been fished over the past 18 years. According to government projections, the Amendment 13 management measures will enable sustainable landings of New England groundfish of 300 million pounds by the year 2015.⁸⁸ New England has not seen landings that high since 1984 (when total groundfish landings were 305.5 million pounds).⁸⁹

The projected landings of 300 million pounds of NE groundfish in 2015 represent nearly a three-fold increase over 2002 landings of NE groundfish, which came to 100.8

⁸⁶ See Chapter Three. Gloucester Community Panel, "A Study of Gloucester's Commercial Fishing Infrastructure: Interim Report" (October 15, 2003).

⁸⁷ In the period from 1975 to 2002, groundfish revenues accounted for between 78 and 48 percent of the total revenues for all landings in the port. See "A Study of Gloucester's Commercial Fishing Infrastructure" at 10.

⁸⁸ See *Amendment 13 to the Northeast Multispecies Fishery Management Plan, Final Supplemental Environmental Impact Statement* (December 18, 2003), at I-568.

⁸⁹ See total GF landings for 1984 in Table 1 (Table 1 is appended to this report).

million pounds.⁹⁰ (Total landings figures for 2003 are not yet available, but were projected to be 130 million pounds.⁹¹)

The rebuilding of stocks, while uneven, has already begun: Haddock is a prime example: In February 2004, the National Marine Fisheries Service reported a so-called “haddock baby boom” on Georges Bank, finding that “spawning haddock on Georges Bank have produced the largest incoming group of young fish in forty years, and perhaps the largest on record for the stock.”⁹²

c. Predicting Gloucester’s share of a rebuilt groundfish fishery:

It is obviously very difficult to predict the future, let alone to try to shape it. However, we must do the best we can, both to predict the future and to attempt to shape it. In that spirit, we examine past groundfish landings in Gloucester over the period 1975-2002 as a guide to future groundfish landings in Gloucester. The landings figures we use are the official figures collected and maintained by the National Marine Fisheries Service as these are the principal statistics available. In using these figures, however, we are mindful that they may understate past landings as, in the past, the incentives to report landings were not as strong as they are now.

(i) Gloucester’s share of total NE groundfish landings, 1975-2002⁹³

In 2002, 14.2 million pounds of groundfish were landed in Gloucester, and this represented 14.1% of the total NE groundfish catch (see table 1). However, in the period 1975-2002 (the period for which we have figures), Gloucester landings of NE groundfish have been as high as 81.3 million pounds (1981) and as low as 11.2 million pounds (1997). Gloucester’s percentage of the total NE groundfish landings has also varied considerably during the period from 1975-2002, from a high of 23.5% of the total NE groundfish catch (1981) to a low of 14.1% of the total NE groundfish catch (2002). The average of Gloucester’s percentage of the total NE groundfish catch for the period 1975-2002 is 17.9%.

(ii) Projecting future landings

If we use Gloucester’s 1975-2002 average of 17.9% of total NE landings to projected Gloucester’s future share of total NE groundfish landings, this yields projected landings of 53.5 million pounds in 2015 (or 3.8 times 2002 Gloucester groundfish

⁹⁰ See total GF landings for 2002, Table 1.

⁹¹ See *Amendment 13, Final SEIS* (Dec 18, 2003) at 1-568.

⁹² “Haddock Baby Boom Detected on Georges Bank,” Northeast Fisheries Science Center (National Marine Fisheries Service) Press Release, February 2, 2004. Available online at www.nefsc.noaa.gov/press_release/news04.02.html.

⁹³ All figures are from Table 1. See also Figures 1 & 2 for graphic representations of these numbers.

landings). If we use Gloucester's 1975-2002 high of 23.5% of total NE groundfish landings, this yields projected landings of 70.5 million pounds in 2015 (or 5 times 2002 Gloucester groundfish landings); and if we use Gloucester's 1975-2002 low of 14.1% of total groundfish landings, this yields projected landings of 42.3 million pounds in 2015 (or 3 times 2002 Gloucester groundfish landings). To reiterate, the low projection is an increase of 3 times 2002 landings; the average projection is an increase of 3.8 times 2002 landings; and the high projection is an increase of 5 times 2002 landings.

To put these projected landings figures into perspective, the low projection of 42.3 million pounds for Gloucester groundfish landings represents a higher level of groundfish landings than has been seen in this port for 18 years: Gloucester groundfish landings in 1986 were 50.8 million pounds; the following year, 1987, Gloucester groundfish landings dropped to 28.9 million pounds and from 1987 until the present they have never reached 2015's low projection of 42.3 million pounds (the closest year was 1990, when Gloucester groundfish landings were at 34.9 million pounds). (See Table 1.)

(iii) The potential for Gloucester to *exceed* its 1975-2002 high of 23.5% of total NE groundfish landings, in the future

Gloucester *could* regain its 1975-2002 high of 23.5% of the total NE groundfish catch; it could even exceed that figure. Many factors will determine the size of Gloucester's future groundfish landings, not least the steps the City and the Commonwealth take today to ready the port for the projected increase in landings. The panel believes that the port could regain and even surpass its 1975-2002 high of 23.5% of total groundfish landings. This former high was achieved during a period in which many more ports were landing groundfish than are doing so today or are likely to in the future. Both Boston and Rockland, ME, were important ports for the landing of groundfish during the 1980s (when Gloucester had its high 23.5% of total groundfish landings), as were many smaller ports. Yet Boston and Rockland (and many smaller ports) have lost most of their infrastructure for landing groundfish and are unlikely to regain it. This leaves Gloucester the potential to land, in the future, an even greater share of total groundfish landings than it did in the period 1975-2002.

3. Gloucester must prepare itself to be ready to participate in the rebuilt groundfish fishery of the future.

(a) Regaining and/or exceeding the recent high of 23.5% of total NE groundfish landings would require the return of large (70-100 ft) vessels to Gloucester.

Before Gloucester could surpass its former high percentage of 23.5 % of total NE groundfish landings, Gloucester would need first to *rebuild* to that former high. This will require, among other things, rebuilding a diverse groundfish fleet in Gloucester, comprised of large (70-100 ft), medium (40-70 ft), and small (< 40 feet) vessels. As indicated in our

earlier report, the number of Gloucester vessels has declined sharply since the 1980s.⁹⁴ And, importantly, the number of large (70 –100 ft) vessels in Gloucester has declined disproportionately,⁹⁵ to the point where Gloucester is presently viewed as a port for small and medium-sized vessels. The panel believes it is critical to rebuild Gloucester’s shoreside infrastructure so that larger vessels will once again fish out of Gloucester and Gloucester can once again be home to a diverse and flourishing fleet of groundfish vessels.

(b) Regaining or exceeding former high landings will require full recognition and support of the fact that Gloucester is a regional hub port that supports fishing vessels throughout the region as well as those from Cape Ann.

Finally, as we emphasized in our earlier report and have reiterated above, Gloucester is a regional hub port for the commercial fishing industry. This means, among other things, that some of the fish (including groundfish) landed in Gloucester is – and will be, in the future – landed by vessels homeported in ports other than Gloucester. Some of these vessels berth temporarily in Gloucester for a period of weeks or months and fish for that period from Gloucester; others do not berth here but come in to land fish (and sometimes also to pick up supplies). Hence, it is likely that the future increase in ‘Gloucester landings’ will be comprised both of landings by vessels homeported in Gloucester and by vessels homeported elsewhere. Both components of Gloucester’s fishery – the resident vessels and the non-resident vessels – should be kept in mind as Gloucester plans for the future of its fishery and its port.

(c) Many more benefits will come to the City with the rebuilding of stocks if it can attract and support more fresh fish processing

As pointed out in our earlier report, Gloucester has much less fresh fish processing capacity than it has had in the past (that is, its processing of fish caught in New England waters is greatly diminished over what it once was).⁹⁶ Panel members are strongly of the view that a return of more fresh fish processing capacity to the City is very important in order to capture the value of the increased landings of a rebuilt groundfish fishery. Much of the value of these increased landings will be lost to Gloucester if fresh fish processing capacity in the City does not increase. One panel member put it this way: “*While [increased landings are] crucial, success and draw of a port is dramatically enhanced by processing capacity – value added, onshore jobs, etc. . . . Without fish processing capacity, [Gloucester] is not a full hub port, or a ‘full service’ port’ . . . erosion of waterfront employment is not just from reduced landings and species changes, but from lack of processing.*” These processing issues are discussed in more detail below in section C(5).)

⁹⁴ See “A Study of Gloucester’s Commercial Fishing Infrastructure” at 11-14.

⁹⁵ See “A Study of Gloucester’s Commercial Fishing Infrastructure” at 11-14.

⁹⁶ See “A Study of Gloucester’s Commercial Fishing Infrastructure” at 16-18.

4. The fishing industry in Gloucester depends on the shoreside infrastructure in Gloucester and cannot operate without it.

While it nearly goes without saying, the panel would like to emphasize how critical the shoreside infrastructure (everything from space to suppliers) is to the continued existence of the commercial fishing industry in Gloucester (this was the basic point of the earlier report). To paraphrase an old slogan of the Monsanto Company: without infrastructure, the industry would not be possible. That is why the panel considers this harbor planning process – and the implementation that must follow – to be of utmost importance to the fishing industry.

5. The City and the Commonwealth should use the flexibility provided by the DPA and Chapter 91 rules to promote creative, flexible ways of supporting the shoreside businesses that support the fishing industry (enabling these shoreside businesses to support themselves so they can be there over the long term for the fishing industry).

The panel believes that the designation of Gloucester’s inner harbor as a ‘Designated Port Area’ (‘DPA’) under Massachusetts law is appropriate and should be maintained. While panel members have many questions about the DPA status (its origin, its significance, its operation, and even, among some, its ‘philosophy’), panel members see plainly that Gloucester’s Inner Harbor is the right kind of area for ‘designated port area’ status: Without question, it is, as the DPA regulations specify, a “*geographic area of particular state, regional, and national significance with respect to the promotion of commercial fishing*” and other water-dependent marine industrial activities.⁹⁷ As the City website proclaims, Gloucester is “America’s oldest fishing port”⁹⁸; its proximity to fishing grounds, the geography of its harbor, and the fishing knowledge created and passed on by people in this port all contribute to making Gloucester one of the nation’s most significant fishing ports.

Panel members believe that the basic policy behind the establishment and maintenance of DPAs – that crucial industrial waterfront areas must be maintained for water-dependent marine industrial use *over the long term* – is a good policy. This policy is critical for the future of the fishing industry in Gloucester (and therefore for the region) and for the future of Gloucester itself. In marine industries subject to fluctuations, spaces and facilities used by the industry (particularly those with waterfront access) can have profound difficulties maintaining themselves in periods of industrial downturn. This is particularly pronounced in Gloucester, where the principal marine industry is commercial fishing, an industry characterized, even more than others, by fluctuations. The past two and a half decades of experience with the groundfish industry are a vivid example of the

⁹⁷ 301 CMR 25.01(2) (emphasis added).

⁹⁸ See Official Website of the City of Gloucester, www.ci.gloucester.ma.us .

fluctuating fortunes of commercial fishing. Nor are fluctuations peculiar only to the recent past; rather, fluctuations are endemic to the fishing industry.⁹⁹

With the difficulty of maintaining marine industrial spaces and facilities during the downward turn of an industrial cycle comes the vulnerability of these spaces (particularly those with waterfront access) to uses wholly incompatible with marine industrial uses. And, as the DPA rules state plainly and embody in their terms (and as experts have articulated¹⁰⁰), once marine industrial uses are supplanted by wholly incompatible uses, the lost space and waterfront access are “virtually irretrievable.”¹⁰¹ In Gloucester, when this space and access is lost, the commercial fishing industry itself is lost, because the fishing industry cannot operate without dockage, ice, fuel, suppliers, buyers, and the other critical components of the shoreside infrastructure on the waterfront. And, when the industry is lost (“irretrievably” lost), what is lost is much of what gives a place its identity, character, history, and culture. The Preamble to the 1994 DPA rules makes a related point very clearly: “What is permanently eliminated is the gritty character of working places and with it the legitimacy of industrial endeavor in the mind’s eye of both the adjoining neighborhood and the community at large.”¹⁰²

Panel members, to a person, are wholly committed to the future of the commercial fishing industry and to Gloucester’s continuing (and expanded) role in the rebuilt groundfish fisheries of the near future. To that end, they see very important value in Gloucester’s ‘Designated Port Area’ status. However, like many Gloucester residents, panel members have many questions about the operation of the DPA and how it could operate better to protect the spaces and facilities that support the commercial fishing industry. One panel member (a shoreside business owner) stated he was “*struggling to understand what it [the DPA designation] means or how it impacts us . . . we know what it means negatively, but what does it or could it mean positively?*”

Panel members are of the view that property holders within the DPA must have flexibility to support their properties and the businesses on them during the downturns in the commercial fishing industry’s cycles. While DPA rules provide for some flexibility in the use of DPA properties (by providing for supporting, accessory, and temporary uses), these provisions, for the most part, have not been put to use in Gloucester. This is a huge

⁹⁹ Nor are fluctuations peculiar to the recent past. See, for example, the collection of photographs in William D. Hoyt, *Hanging On: The Gloucester Waterfront in Change 1927-1948* (Chislom & Hunt 1987), and the narrative of change in and on the Gloucester Harbor in Anthony Wilbur & Fara Courtney, “The Environmental History and Current Characteristics of Gloucester Harbor,” in *Gloucester Harbor Characterization: Environmental History, Human Influences, and Status of Marine Resources* (Massachusetts Office of Coastal Zone Management Technical Report, May 2004).

¹⁰⁰ See Marine Law Institute, University of Maine, in association with the Center for Applied Social Science, Boston University, *Guidebook to the Economics of Waterfront Planning and Water Dependent Uses*, pp. 24-26 (1988).

¹⁰¹ See the Preamble to the 1994 Designated Port Area Regulations (p. 2), available online at <http://www.state.ma.us/dep/brp/ww/files/310cmr10.pdf> (pg. 50). See also 301 CMR 25.01(2) (“Purpose” of DPA rules); and Massachusetts Coastal Zone Management Ports Policy #3.

¹⁰² Preamble to the 1994 Designated Port Area Regulations (p. 2), available online.

problem. Some owners of DPA properties (several of whom serve as panel members) *do not know* what the rules are concerning supporting, accessory, and temporary uses; they do not know to whom to go to find out what these rules are; they do not know what the relationship is between DPA (and chapter 91) rules and city zoning rules; and they either cannot afford or simply will not pay the large sums required to hire an attorney to sort out for them what should be accessible public information. Moreover, some DPA property holders are skeptical of what they do know about the DPA rules, stating, for example: “*You can’t take ‘temporary uses’ to the bank!*” This lack of knowledge and skepticism has contributed to the current logjam of deferred maintenance, vacant properties, and uses of property undertaken without knowledge of their permissibility.

Panel members feel strongly that the current effort to revise the Gloucester Harbor Plan and to prepare a DPA Master Plan should concentrate on developing ways in which the flexibility afforded by the DPA rules can be put to good use in Gloucester. Put simply, the panel believes that the City (and the Commonwealth) should take greater advantage of the latitude afforded by the DPA and Chapter 91 rules and create ways in which the shoreside businesses that support the commercial fishing industry can support themselves so that they can be there, over the long term, to support the commercial fishing industry.

C. SPECIFIC COMMENTS ON COMMERCIAL FISHING INDUSTRY NEEDS ON GLOUCESTER HARBOR, NOW AND IN THE FUTURE

1. Dock space for commercial vessels

As described in our earlier report, the industry needs three basic types of dockage: permanent berths, short-term berths, and transient berths (for off and on loading). There are shortages in each of these types of dockage. In Gloucester’s past, commercial vessels could be tied one to the other, and as result there could be as many as four or five boats at a single dock space. However, this kind of system is not tenable today, as the crews working on vessels are so much smaller than they were in the past. When a single vessel had a crew of 10 or so, its own crew could untie and move around the vessels tied together to free that vessel. The current crews of 1-4 persons cannot safely move vessels around, and so the former practice of tying vessels together at a single berth to make up for a lack of berths cannot be much used today.

- The long-term or ‘permanent’ berths are for vessels that fish from Gloucester on a regular basis and/or whose owners and operators live on Cape Ann or within easy driving distance (e.g. Beverly, Swampscott).
 - There is increased pressure on long-term dockage: One irony of increasingly strict groundfish regulation in recent years is that it has stimulated a *greater* proportional need for permanent berths: Boats under strict days at sea regulation spend much more time at dock than they did before their days at

sea were limited. Moreover, one successful business strategy to cope with increased days at sea regulation has been for vessel owners to buy a second or even a third vessel, each equipped with its own groundfish permit, so that a fishing business that in the past operated only one vessel now operates two or even three vessels. To complicate matters, since Amendment 13, some of an owner's vessels may be idle ('dead storage') because vessel owners now have the option of leasing a permit from one of their vessels to another, allowing them (for the first time) to fish more than one groundfish permit on one vessel. (When and if vessels are permitted to 'consolidate' groundfish permits on one vessel in a manner that creates incentives for people to do so, these practices may change again.) All of these practices have put pressure on the limited long-term dock space for commercial fishing vessels. Finally, in addition to these increased pressures, there are fewer usable wharves than in the past: diminished groundfish landings in recent years have led wharf owners to put off maintaining their docks, making some former dock space simply unusable.

- More berths are needed for large vessels: As detailed in the panel's earlier report, Gloucester has lost many of its large (70 – 100 ft) vessels over the past decade. The panel believes strongly that it is very important to regain a group of large vessels in Gloucester to complement the small and medium sized vessels currently fishing from Gloucester. One panel member (who is himself a fisherman with a small vessel) explained: "*You've got to be geared for big boats. You can't build a small boat facility that a big boat can't get into, but you can build a big boat facility and the little guys can . . . work their way . . .*" A fleet of large (70-100 ft) offshore vessels is necessary to fish on Georges Bank; without this component of the fleet, Gloucester will not be able to participate fully in the rebuilt fisheries. Moreover, the large, medium, and small vessels complement one another and together help the port thrive, in the manner described in our earlier report.¹⁰³ Hence, in planning for the future, and expanding dock space for commercial fishing vessels, it is important to create berths for large vessels.
- "*You provide the berths for commercial fishing, the boats will come.*" The panel was generally of the belief that long-term dockage is critical to the long-term success of the port. Speaking both of long term berths and short term berths (see below), one panel member put it this way: "*You provide the berths for commercial fishing, the boats will come.*" One panel member, however, expressed skepticism, arguing that the present "low" feels "*different*" from past lows. Referring to the impact of recent groundfish regulatory changes (the 2002 court order and the Amendment 13 regulatory changes), this panel member noted that "dead storage" (for inactive vessels)

¹⁰³ See Chapter Three "A Study of Gloucester's Commercial Fishing Infrastructure".

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is not the same as active storage (vessels don't buy gear supplies, ice, etc.), and said: “*This just feels like a deep dive, we haven't pulled out [of it].*”

- Possible sites for additional long-term dockage: The panel recognizes that it may be difficult or impossible for individual property owners to invest the funds necessary to rebuild dilapidated wharves to provide additional dockage. The panel recommends that the City and the Commonwealth look into the availability of public funds to help reclaim dockage in the city, through any of a number of means (by the City's leasing the dockage on long term leases from the individual property owners, by the City or the Commonwealth providing economic incentives and/or subsidies for individual property owners to reclaim the dockage, etc.). Some sites that could be developed for more long-term, 'permanent' dockage for homeported vessels include:
 - Americold Facility on East Main Street
 - Captain Joe's, in East Gloucester (could be developed for long-term or short-term dockage)
 - old FBI dock at the Fort, now owned by Neptune Marine
- The short-term berths are for visiting vessels, including those from other homeports that come to fish from Gloucester for a period of weeks or months during a certain period of the year. Regulatory changes in the groundfishery over the past 10 years have probably *increased* the proportion of groundfish vessels homeported elsewhere that seek short-term berths in Gloucester: Rules limiting the 'days at sea' that fishermen can fish for groundfish have led fishermen to fish from ports that minimize the distance from port to fishing grounds (because that steaming time counts against 'days at sea' to fish). Similarly, 'rolling closures,' a series of sequential closures of the inshore fishing grounds, from south to north in two month periods from March through June, have led boats to switch ports to be closer to open grounds.
 - There is a lack of short-term berths: There is a serious lack of short-term berths in Gloucester that prevents more commercial fishing vessels from using the port. This lack of short-term berths also creates snarls when vessels from out of town do come in and try to tie up.
 - One panel member reported that over the last six months he had received calls from twenty different groundfish vessels homeported in Maine and New Hampshire seeking short term berths in Gloucester; he was able to place only one of the twenty vessels and the other nineteen were forced, for lack of a short term berth, to bypass Gloucester.
 - Another panel member reported that 10 different scallop vessels from outside Gloucester planned to come to Gloucester in the fall to unload (and settle their trips) but that there was no place for them to

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dock and so they could not stay in Gloucester: *“There’s going to be at least 10 scallop boats in this area that are going to look to unload in Gloucester and they’re not going to be able to dock anywhere. I mean, they’re going to unload and then they’re going to have to leave. And if there was a place for them to dock, they would be spending...or staying here..”*

- A panel member with a waterfront property in the outer harbor reported an instance in which a large lobster vessel from outside Gloucester that had come into Gloucester to offload lobsters was forced to tie up in Gloucester because of a storm, and the only available place was in front of her property in the outer harbor: *“This winter we had a boat from Maine. He sold us his lobsters. He was hit by the storm. He had nowhere to tie. He tied at my wharf, ok, and that thing got knocked around, but he was a big boat. I was getting nervous that the place was going to fall down. I wish I could dock them. But he had no place to go. The [State] Pier was full, the auction . . . there was no place for him to dock.”*
- A Gloucester fisherman panel member who ties up at Rose’s reported that out of town boats come in late, land fish, and tie up there, so that when he comes down early in the morning to fish he finds his vessel blocked in by four others (*‘you’ve got four boats on top of you.’*) He gave this account of a typical occurrence: *“One boat came to Rosie’s Wharf the other day. The guy tied up and he left, and the owner [at Rose’s] [said] ‘where is this guy?! I don’t have space for these people to come and do this.’ So, now he’s got to run around down the docks all day, to see if the guy shows up.”*
- Another fisherman pointed out that these space problems lead out-of-town fishermen to jump from one inappropriate site to another: *“One night the guy is at the Railways, then he jumps to the [State] Fish Pier, and then in the morning he jumps over here . . .”*
- There should be more short term berths and their availability and location should be common knowledge: For example, boats from out of town coming in to unload fish could ask at the Auction where they could find dockage and be answered *“you can call this number and go to this dock..”*
- Security at short-term berths: It is important to provide adequate security for short-term berths so that fishermen from out of town can dock their vessels and leave their boats to go into town (to buy supplies, food, etc) or even to return to residences outside of Cape Ann.
 - One fishermen panel member from New Hampshire said: *“You know I would probably come here if it was more convenient and*

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easy and I could leave the boat and know it was safe to go home. But I take my fish back to Hampton because I want to be able to sleep at night and not worry about what's going to happen to my boat."

- Oversee or regulate the use of short-term berths so they are not abused: *"You've got to have good regulations [or] some kind of contract or something that they sign so that if they just dump the boat on you, you can take steps to remove it legally."*
- Possible sites for additional short-term berths: In general, short term berths should be on the western side of the harbor, so that commercial fishermen coming to port by vessel can access the downtown and the services it provides on foot (if they tied up in E Gloucester, they would need to take cabs to get to downtown). (*"As somebody who's likely to be a transient vessel, I'd want to be on the Western side of the harbor because I need access to the grocery store or . . . the restaurants."*) As with long-term, 'permanent' dockage, the panel recognizes that it may be difficult or impossible for individual property owners to invest the funds necessary to rebuild dilapidated wharves to provide additional dockage. The panel recommends that the City and the Commonwealth look into the availability of public funds to help reclaim dockage in the city, through any of a number of means (by the City's leasing the dockage on long term leases from the individual property owners, by the City or the Commonwealth providing economic incentives and/or subsidies for individual property owners to reclaim the dockage, etc.). Some sites that could be developed for short term dockage include:
 - The old Empire Fish (now ARAN Fish, Inc.); during the months when the vessels tied up there have moved south to fish.
 - The Building Center, the dock that used to be there has not been used for a long time and is now 'dilapidated'; if considered together with ARAN Fish, landside access could be through the small alleyway on ARAN Fish property.
 - Between Ten Pound Island and the Breakwater (floats for moorings could be put in there, and an on-call water taxi service installed to bring people into town).
- Additional benefits of short-term berths:
- *"Every transient boat that comes into town is going to spend money ... They're going to get supplies. They're going to buy food, fuel, ice. Their crew is going to go out whooping it up. They're going to spend money, one way or another."*

- Transient dockage for loading and unloading fish, gear, supplies, etc.
 - As more vessels come to Gloucester to unload their catch, it will be increasingly important to increase the transient dockage for onloading and offloading: *“The Auction will end up being like a tractor trailer rollover on the Southeast Expressway in rush hour, if it ever gets to the volume we’re talking about because sometimes it’s like that now. At 5:00 in the afternoon if there are two trip boats [larger vessels] and then all the day boats [smaller vessels] show up, they’re all out there going in circles . . . And if the volume ever increases, they’ll be swamped. . .”*
 - The lack of short term berths infringes on the transient dockage. A fisherman panel member described what happens when an out-of-town vessel comes in late to sell his fish at the Auction, ties up his vessel, and then leaves it there: *“A guy will come down and unload . . . he’s from another state . . . He’s the last boat that comes in and [he] leaves his boat and he doesn’t come back for three days, and all of a sudden the guy at the auction has got to scramble and move the boat to keep his loading docks free.”*
- The development of new dockage (or the recovery of old, dilapidated dockage), both short-term and long-term, may be an appropriate area for public investment and/or public ownership. (See discussion of the need for public investment, in section E below.)

2. Dockside (or ‘fringe’) dredging

- The panel supports dockside or ‘fringe’ dredging of the harbor in order to make more dockage for large (70-100 ft) groundfish vessels and for other even larger commercial fishing vessels at the wharves. In order to create more dockage, one panel member explained, “I would think things really need to start with dredging.”
 - Examples were provided of large groundfish vessels (70-100 ft) running aground at several dockside locations on the waterfront, including at the Gloucester Marine Railways (on Rocky Neck), at the Auction, at Oceancrest (on the Fort), and at the State Pier. Among them: *“You need it down at Oceancrest. . . When we had the big boat, we were unloading [at Oceancrest] . . . and we got stuck in the mud, a couple of times.” “Even the auction, a couple of times, some of the bigger boats, if they have a big trip and they come in at low tide, they run aground.”*
 - Examples were also provided of large mackerel vessels from the South having to wait for the tide to get in and out of port by the State Fish Pier.

- Dockside dredging, like the development of more dockage generally, is a good candidate for public investment, coordinated private investment, and/or coordinated public/private investment. *“Dredging is an eternal problem in all these harbors . . . and when an individual wharf owner takes it on, it’s insurmountable. If the wharf owner, the city and the state and the federal government take it on, it’s only moderately insurmountable.”*
- Dockside dredging will require a solution to the problem of where the dredged materials can be safely disposed.

3. Haul-out facilities

- Large (70-100 ft vessels): As indicated in the earlier report, Gloucester’s haul out facilities are losing large vessel (70 – 100 ft) business to haul-out facilities in other ports: to ProMet in Providence, RI, and to D N Kelley & Sons or Fairhaven Shipyard in Fairhaven. Regarding groundfish vessels, one panel member put it this way: *“I know a lot of big operators that are going to take their 90 ft steel boats down to ProMet [in Providence, RI] or down to D N Kelley’s in Fairhaven or down to Fairhaven Shipyard because they can’t get it done here [in Gloucester]. I mean, it’s not anybody’s fault, but, you know, you hate to see that money spent in New Bedford or in Providence, RI, when it could get spent here . . . “* To the extent that vessels go elsewhere, they initiate a downward spiral in available services: the more that vessels go elsewhere for services, the harder it becomes for facilities here to continue to offer services. Thus, a panel member voiced the view that when fishermen take their vessels elsewhere, they are *“shooting themselves in the foot.”*
- Very large vessels: Even larger vessels, such as the 140 ft herring and mackerel mid water trawlers in Gloucester, have had to use facilities in New London, Connecticut; other vessels along the coast that are in this size class (140 ft) routinely go to Canada: *“Shaftmaster’s boats up In New Hampshire . . . O’Hara’s boats .. All those boats, the first place they go to when they get work done is up to Canada.”* These larger vessels *“do the little stuff nearby, but take the big stuff outside”*; this is unfortunate because *“if you don’t give us the bigger stuff, we may not be here for the smaller stuff.”*
- Existing facilities adequate but need to prepare for more work: The panel was generally of the view that the issue regarding haul-outs was not that additional facilities are necessary in Gloucester (now or in the future when groundfish stocks are rebuilt), but that the existing facilities (Gloucester Marine Railways and Rose’s Marine) need (1) to ready themselves to meet increased needs in the future, and (2) to try to capture some of the large boat haul out business going south to Providence and Fairhaven and north to Canada. At the same time, it was also recognized how difficult it is for the existing facilities to handle more business when commercial fishing vessel haul outs are ‘bunched up’ as a result of fishing being ‘bunched up’ by regulatory requirements, especially the ‘rolling closures.’: *“Everybody’s on the Railways in April. Nobody’s on the Railways in July.”* It’s a *“feast or famine”* business.

- Possible use of recreational haul out facilities: The panel also explored the idea that some of the facilities servicing recreational vessels in Gloucester could begin to service more of the smaller sized commercial fishing vessels, so as to free up the commercial vessel haul out facilities (Rose's and the Railways) to haul out more of the larger commercial vessels. It was noted, for example, that Cape Ann Marina, a recreational facility, routinely hauls only one (small) commercial groundfishing vessel and a few lobster boats. It was also noted, however, that even the 'small' commercial vessels could be too heavy for the lifts at the recreational facilities.
- Chamber of Commerce help in advertising the haul out facilities (and other commercial fishing vessel services) in Gloucester: The panel suggested that the Cape Ann Chamber of Commerce could become more involved in promoting the commercial fishing vessel services in Gloucester: "*They might promote the local facilities . . . : 'come here, get the personal touch,' you know? 'We can haul a good-sized boat . . . [We] won't walk off your boat. [We're] going to be there, attending to your every need. . .*" This could build on the Chamber's annual publication of the Gloucester Seafood Industry Directory, which is produced in connection with the annual International Seafood Industry Show held in Boston every year (www.bostonseafood.com), but would need to focus more on the harvesting side of the industry than the processing side (which is the focus of the annual Boston Seafood Show).

4. Services for visiting vessels

Consistent with the need for short-term berths for visiting vessels, it is important to ensure that there are services for the vessels and the people on them when they come into Gloucester for a period of days, weeks, or months. This is key to the success of Gloucester as a regional hub, or, as articulated by a panel member: "*If we can have a core structure in town, . . . the vessels will come because we've got everything here. Otherwise [boats] [will] need to go to Portland or New Bedford. You know, Boston has nothing . . . [except places from which] you order supplies.*" The kinds of services required for visiting vessels include all those required for 'permanent' or homeported vessels (described in our earlier report), but also services focused specifically on visiting vessels and their crew (which likely doesn't have access to a car): places within walking distance of the docks (likely on the western side of the harbor) to eat, to stay, and to buy food. Food delivery services for vessels grubbing up for trips would also be useful; such services are currently available in New Bedford.

5. Temporary living quarters for visiting fishermen and skilled tradesmen

The panel identified a strong need, now and increasing in the future, for temporary living quarters for the captains and crew of visiting vessels and for skilled tradespersons who come into Gloucester to work on vessels while they are in port. As indicated above, in the discussion of the need for short-term berths, there are at present vessels and crew seeking temporary quarters in Gloucester that cannot be accommodated, and this pressure is likely to increase. While visiting fishermen have the option of sleeping on their vessels, it was

felt that many would prefer to stay onshore and have basic amenities. A panel member noted: It would be good if you “*could rent a room, very reasonable, you know, a clean room, a shower. You can’t do that now. These guys that come in town seasonally, I’m sure they don’t want to stay on their boat all the time.*”

- Necessary restrictions on temporary housing: The panel identified the following restrictions that should likely apply, in order to make temporary housing for crew and skilled tradespersons workable:
 - Temporary residents could be sponsored by the vessel or shoreside business for which they are working; that would ensure that the facility is being used only by fishing industry members and only in connection with fishing industry business.
 - There could be a maximum period of time for which temporary quarters could be rented (2 months, 3 months?).
 - There could be rules against alcohol in the facility.
 - Others, to be developed.
- A ‘barracks’ model: One idea for temporary housing was a ‘barracks’ model in which there is “*a room with a bed, a common bathroom, showers, a mess hall where you can get a meal.*” ID’s would be checked; it would be “*all done [on the] up-and-up.*”
- Possible locations for temporary quarters for fishing industry members include spaces on the Fort that are outside the DPA and spaces in East Gloucester that are in the DPA but outside chapter 91 jurisdiction (because not on filled tidelands).

6. Fresh fish processing and the creation of value-added fresh fish products

The panel is strongly of the view that the City and the Commonwealth should consider what they can do to help bring back more fresh fish processing to Gloucester. While some amount of processing still takes place in Gloucester (see our earlier report),¹⁰⁴ most of the fish landed and sold in Gloucester is trucked to Boston or elsewhere for processing. When this happens, much of the value of the fish leaves the city. With significantly increased groundfish landings in Gloucester in the future, that much more value will be leaving the city. While the panel recognizes that major new fish processing plants have come ‘online’ in Boston, it believes that there remains in Gloucester an important role for groundfish processing. Moreover, some fish businesses in Gloucester would like to expand their fish processing/cutting activities.

¹⁰⁴ In fact, Intershell just won the prize for ‘Best New Foodservice Product’ at the international seafood show in Boston in March 2005 for its newly developed ‘Seafood Naturals,’ tubes of ‘pate-like steamed seafood,’ of which there are seven varieties: scallop, crab, lobster, shrimp, haddock, salmon, and ankimo. Intershell developed these new products in its headquarters facility on Gloucester Harbor.

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- High quality/ value added: The panel is particularly interested in fish processing for high quality fresh fish and for value-added fresh fish products, and believes it is critical to start developing such capacity now, as stocks rebuild. *“You need to capture the markets today as the increases come up.”*
- A Gloucester or Massachusetts ‘brand’: The panel believes that an important way to capture those markets, and start producing for them, is to develop a ‘Gloucester’ or ‘Massachusetts’ brand for Gloucester- landed fish. *“Once you produce this again, labeled as a Massachusetts fish . . . you have an incentive for people to buy here . . .”*
- Capacity issues: As indicated in our earlier report, three of the key issues that need to be addressed in determining whether and how fish processing can be increased in Gloucester are:
 - The need for an increase in wastewater pretreatment capacity. The question of need and options for meeting that need should be examined by the City and Commonwealth.
 - The question of fresh (or sea) water inputs for processing. This question should also be examined by the City and the Commonwealth.
 - The possibility of a protein recovery plant to process fish waste. Sophisticated, odor-free technologies for protein recovery have been developed and are in use in cities around the world. Protein recovery is currently being undertaken on the waterfront, by OceanCrest, in its reduction of groundfish waste into a fertilizer product, ‘Neptune’s Harvest.’ Some members of the industry are looking into ways of bringing additional protein recovery capacity to Gloucester, possibly in a mobile form (on trucks). This additional protein recovery capacity in Gloucester would support and help make possible increased fish processing in Gloucester. Moreover, it would also capture the value produced by protein recovery locally (currently, for example, Cape Seafoods trucks its herring and mackerel waste to Canada).
- Location: The panel expressed the view that the State Fish Pier could be a good location for wastewater pre-treatment and for additional fish processing (in the stalls buildings).

7. Miscellaneous other commercial fishing industry harbor needs (in addition to those listed in our earlier report)

- Covered (dry) spaces to work on or rebuild an engine, when a fisherman does it himself, or with help
- Open space to work on gear
- Sheds for storing gear
- A net reel truck

8. *Public Investment on the Waterfront*

Panel members have mixed views on the question of public investment on the waterfront.

- On the one hand, they are of the view that there should be public investment on the waterfront, both because of the public character of chapter 91 and DPA land and the attending limitations on what private owners can do with such land, and because of the sheer impossibility of small private owners amassing the capital required to make certain publicly beneficial improvements, as, for example, in increasing dockage.
 - One panel member, a fisherman and a shoreside property owner, expressed it this way: *“Before I was a property owner or before the Auction was ever built, I used to always think – and say – I can’t believe the Ciullas, and the Parcos, and the Nicastros, and the Parisis, and everybody would own these properties and are taking hits . . . you know, they’re getting taxed as if they’ve got these lucrative properties, but their hands are tied and they’re sticking right with it, and continue to put pilings in and continue to let boats tie there ... that you would think that between the City and the State that [there would be] . . . some kind of break to have these property owners maintain their properties for the commercial [fishing industry] use.”*
- However, panel members also have concerns about public investment on the waterfront. For one, the small businesses that comprise the commercial fishing industry, whether vessel owners or shoreside business owners, are entrepreneurs and, as such, do not want ‘handouts’; they want to be able to make the market work for them. *“I’m one of the guys that thinks the industry should support itself . . . from a capitalistic perspective.”* For another, there is concern about the efficacy of public investments. This latter concern goes so far as to create skepticism about public planning processes (such as that currently being undertaken): *“There’s a refreshing difference between having bureaucrats design a solution, spend God knows how much money on a planning process; it’s so inefficient and it’s likely not to hit the target. . . . Compare that to where there’s a demand, and investment, and capitalization on that investment.”*
 - The public investment for the State Fish Pier stalls buildings is a continuing source of frustration for some: both that the stalls buildings were not used for small fish processors as originally envisioned, and that there were no small fish processors lining up to rent them when they became available.
 - Another unhappy memory of public investment concerns the Shoreside Revolving Loan Fund created in the 1990s with a grant of funds from the federal Economic Development Administration: Unlike the Cape Ann Commercial Fishermen’s Loan Fund (which has a very good record in making loans and having them paid off), the Shoreside Loan Fund did not have a depth of knowledge about the fishing industry. As a result, it could not get its money out on the street to the shoreside businesses supporting

commercial fishing industry (the businesses it was created to support) and had its funds taken away from it and deposited with the Mass Development Finance Agency. (There were other troubles, too, with this public investment, such as the City failing to match the federal funds, as it was required to do.)¹⁰⁵

- One panel member recalling these events in the mid 1990s suggested that Mass Development Finance Agency “*would love to use that money in Gloucester if the right project came along.*”
- Given their mixed views on public investment, panel members are keen that public investments in the future be ‘smart,’ carefully thought out, well-informed, and monitored. Some particular ideas for public investment were put forth:
 - **Commercial vessel dockage.** It was suggested (as indicated above in the section on dockage) that the City consider finding a way to enter into long term leases with the owners of certain waterfront parcels where dockage is dilapidated (eg the Building Center) for the waterfront strip of the parcels and then develop and manage municipal dockage for commercial vessels on those waterfront strips. This may be especially important for the development of short-term berths for visiting commercial vessels as it’s near impossible for a private owner to “*go to the bank and get a loan on transient boating . . . because you don’t know . . . it’s going to come in waves*” and the waves will come and go with changes in fishing regulations and the location and size of fish stocks.
 - **Long term (50-60 year) government loans to enable people committed to the fishing industry to buy, own, and manage waterfront properties for the fishing industry:** Another idea is to create long term government loans for people committed to providing shoreside services to the fishing industry over the long term. These loans could enable people committed to the industry to purchase properties from those no longer participating in the industry (ie keeping their parcels idle or developing or renting to non-marine industrial or non-commercial fishing industry uses). These would be loans considered ‘too risky’ (and too long term!) by banks; however, an informed lender could ensure that loans that seem ‘high risk’ to lenders not knowledgeable about the fishing industry are not in fact high risk (the Cape Ann Commercial Fishermen’s Loan Fund serves as a model). Such a system of loans could enable people committed to the fishing industry to buy properties from ‘*trapped*’ owners of properties in the DPA who have little or no interest in continuing with the fishing industry. These loans could have, as a condition of their issuance, a provision that the land be

¹⁰⁵ See Economic Development Administration, Office of Audits, Atlanta Regional Office, “City of Gloucester, Massachusetts; Northeast Fisheries Initiative; EDA Grant No. 01-19-63004. Audit Report No. ATL-10253-8-XXXX.” (March 1998).

used to support the commercial fishing industry. It is recognized that, if someone were to hold this kind of long term loan, *“in essence what I’m doing is I’m leasing it [the [property] from the government.”*

- **Other mechanisms that aid shoreside business owners already owning property and using it to support the fishing industry:** *“If you’re going to have stringent zoning regulations within the DPA, then built into that needs to be a mechanism that people stifled by those regulations can leverage their property in order to maintain it for industrial use.”*

9. Other comments on the planning process and the DPA

- **This is an important process:** *“It seems to be there’s an awful lot of Gloucester Harbor that’s just, you know, over the years, from when I came in the 60s and 70s, it’s just kind of gradually falling into the sea.”*
- **Incentives:** The panel recommends that the planning process focus on developing incentives for property owners *“that could be employed to get people to do something with their property that would be of a positive nature rather than sitting on one’s land hoping that eventually the City [or the State] will decide to change their ordinances or lightning will strike.”*
- **A ‘shopping list’ of incentives:** The panel recognized that there are a variety of devices to create incentives (the transfer of development rights concept which could be adapted to consolidate ‘supporting uses’ on particular parcels; mitigation; tax breaks; favorable financing terms, etc.) and requested that the planners create a list of these different devices, an explanation of them, and some advice about them: *“Can somebody assemble a shopping list of different incentives?. . . if we had them on the table, it’s a whole lot easier than trying to reinvent the wheel . . .”*
- **Allowable uses of DPA properties:** Similarly, the panel seeks clear advice for property owners, now and on a continuing basis, about what kinds of uses qualify as supporting, accessory, and temporary DPA uses.
 - **‘One stop shopping’:** The panel seeks a central place for well-informed, accessible, and responsive staff to answer questions and provide information on chapter 91 rules, DPA rules, and City zoning rules.
 - **The danger of ‘hardening’ non-marine industrial uses within the DPA:** The panel discussed the idea that under a scheme similar to a ‘transfer of development rights,’ the 25% supporting DPA uses might be consolidated in particular parts of the waterfront. However, the panel was of the view that a scheme like this could be dangerous to the shoreside infrastructure because it could have the effect of permanently removing certain key areas or facilities from uses that support the commercial fishing industry. *“How do you regulate that in advance?”*

- **A compatible use:** Boat building is a compatible use on the harbor.

10. Fishing industry needs in Gloucester, that do not involve the harbor directly

- **Affordable housing** for the crewmen and captains of fishing vessels and for skilled tradespeople (mechanics, welders, etc.), who work in the shore-side businesses that support the fishing industry.
 - Regarding skilled persons to work in the shoreside support industries (welders, wood workers, mechanics, etc.): *“There’s a lot of skilled labor who would love to come to Gloucester, and live, and work. But guess what? . . . They can’t afford to.”* The shoreside businesses are, as a result, required to hire people who commute in and out of Gloucester: *“You want to commute here? Would you commute? Would you stick with that? You know, that’s a haul. Who can live here?”*
 - *“If people who work and depend on the fishery can’t afford to live here, we lose the political clout and then the people who do live here wouldn’t care. . . It’s really critical that we make sure housing is affordable for everybody that works here.”*
- **High school programs in the marine trades:** *“Is [the] high school providing the training necessary to turn out the artisans that you’re going to need to work in these [boat] yards? The diesel mechanics, the professional painters, the whatever it is, there’s a whole list of specialty jobs..”* There is also interest in bringing back the commercial fishing education programs that used to be held at the high school, and, perhaps, offering them together with education programs on marine science, to help turn out ‘home-grown’ fishermen of the future, the next generation of fishermen, who will fish in the sustainable, managed fisheries of the future.
- **Banks with up-to-date knowledge about the fishing industry:** Two banks that used to do substantial business with the fishing industry are no longer in operation; these were the Cape Ann Bank & Trust Company and the Gloucester National Bank: The first became the Bank of New England, and then called in all its notes on boats. The second became the US Trust Co and then was bought by Citizens Bank; it doesn’t do boat loans now. *“Boat owners who have larger boats go out of the area. They go up to New Hampshire or Maine to larger banks and banks that are more experienced. And quite frankly, the banks have no interest in lending money to boat owners around here. . . [In the past] everytime a fisherman would walk into a bank when times were good, that was a valuable customer and the banks competed for the business. And don’t you think that the boat owners played*

one bank against the other: . . . they didn't treat you right, you go across the street."

- *Currently, banks in Gloucester generally require real estate as collateral, have trouble with fishing businesses that are S corporations (instead of C corporations), and do not understand the real value of fishing boats with groundfish permits. The latter point was explained: "Now we're in a different market than we were five years ago. Now, all of a sudden, you've got a boat that's worth some money. Now you've got a permit that's worth more than the boat . . . You're in a whole new realm of things and they don't know how to handle that."*
- One exception to this trend is the Rockport National Bank, which is making some loans to the local fishing fleet and which, by virtue of its president's participation on the Board of the Cape Ann Commercial Fishermen's Loan Fund and by other means, has specific knowledge of the commercial fishing industry in Gloucester.
- **No more 'redlining' of Gloucester boats seeking insurance!** A fisherman panel member recounted his recent experience seeking boat insurance for his vessel. He received a quote from a company, then the company refused to honor the quote. In the time between his receiving the quote and the company refusing to honor it, someone was hurt on another vessel in Gloucester, similar to his vessel (*"similar operation as mine"*). In inquiring why the company would not honor the quote they had given him, he was told that the company would no longer insure Gloucester vessels: *"No more Gloucester boats."* The insurance problems in Gloucester are long-standing and stem, at least in part, from a series of sinkings in the 1980s. But, in 2005, Gloucester continues to have *"a big black eye."* Panel members report that insurance costs on Gloucester vessels are routinely higher than on comparable vessels in other ports (when insurance for Gloucester vessels can be purchased at all). Many Gloucester vessels do not carry any insurance (one estimate was that 80% of Gloucester boats lack insurance), and this poses a host of problems: a strong disincentive to use crew for fear that crew will injure themselves (and so a strong incentive for an owner-operator to take his vessel out himself); fear of going out in *"so-so weather"* if one does have crew, again, for fear crew will get injured, and sue; ineligibility for public dockage, the use of which requires evidence of insurance (e.g., the State Fish Pier and the Municipal docks), and, increasingly, ineligibility for private dockage, as more and more private owners of wharves are also requiring vessel insurance; and ineligibility for federally or state funded cooperative research projects, which require participating commercial vessels to carry insurance.
- **Boat (permit) brokers** who are local, or, in any case, more of them, as there are only "one or two brokers" from Portland to Providence.

D. COMMENTS ON NON-FISHING INDUSTRY USES OF THE HARBOR

1. Tourism

- The panel was strongly of the view that tourism in Gloucester need not be incompatible with the fishing industry in Gloucester. The panel's view is that the presence of the fishing industry in Gloucester is a major draw for tourists and that it distinguishes Gloucester from many other coastal destinations. *"The people that come from Kentucky for the summer: all they know about Gloucester is the Gloucester fisherman they see on TV on the Gorton's ad. They want to come here and see a booming, bustling, working waterfront town . . ."*
- Gloucester fishermen are, in general, accustomed to curious tourists and not averse to them; many fishermen in fact are proud to show off their trade. However, there are some areas of the working waterfront where it is not safe to allow tourists to wander. Further, the City must ensure that the goal of attracting tourists does not overwhelm or interfere with the activity in town largely responsible for drawing tourists in the first place, that is, the commercial fishing industry. Other than that, the principal concern fishermen have about tourists in Gloucester is the same as that of most people in Gloucester: the traffic!
- Some suggestions for improving tourism in town include:
 - **Access points for tourists to walk down to the working waterfront in certain areas where it is safe for them to do so.** Some possibilities:
 - A safe pathway to walk down to the Fort area.
 - An observation walkway at the State Fish Pier: *"I remember, years ago, in the development of the State Fish Pier, there was talk of a public pathway that would go through the processing plant from start to finish, you know, [from] when the fish first come in all the way to the shipped-out product."*
 - Others, to be determined.
 - **Restaurants** from which to see the commercial vessels; restaurants that feature locally caught fish
 - **Fresh fish market(s) featuring locally caught fish**
 - **The branding of locally caught fish** & the use of such to create high quality fish products
 - Further development (and better publicity about) **the Maritime Heritage Center, including the 'oceanarium' featuring local species.** *"I'd like to be able to say, look there's a heritage center over there if you want to find out about the herring . . ."*

2. Restaurants

Restaurants from which commercial vessels can be seen and that feature locally caught fish are good not only for tourists but for people who live year-round on Cape Ann or the North Shore; they give people a reason to be on the waterfront, seeing and appreciating the commercial fishing work that is done on the waterfront. Such restaurants are appropriate for ‘supporting uses’ under the DPA rules.

3. Fresh fish market(s)

Gloucester suffers for not having markets that feature locally caught fresh fish. The presence of such markets on the waterfront would help to educate both local residents and tourists about the commercial fishing industry in Gloucester and would supply them with high quality, fresh product caught in New England waters and landed right in town.

4. The incompatibility of recreational marinas

- The panel spent a good deal of time discussing the fact that there is interest in using Gloucester waterfront space for docking of recreational vessels, both locally homeported vessels and visiting or ‘transient’ vessels. The panel talked through a variety of options to allow dock owners to use some part of their space to rent to recreational vessels while requiring them to maintain the other part of their space for commercial vessels. The panel recognized that money from renting to recreational vessels could help owners develop and maintain more dockage for commercial vessels. However, after an extensive discussion, the panel decided that it could NOT recommend that Gloucester waterfront space be used for recreational dockage (beyond those parts of the Gloucester waterfront, in East Gloucester, that are already being used for recreational dockage, having been ‘grandfathered in’ to the DPA when it was first created). Among the reasons were:
 - Commercial fishing vessels need to be able to go out fishing in the early morning hours (whether 2 AM or 5 AM), and when a vessel gets ready to go out, the captain and crew make noise and the vessel itself creates noise and fumes. This is not tolerable to people on sleeping on recreational vessels (this is also one of the reasons residential uses of the DPA are also incompatible with commercial fishing). Put bluntly, recreational marina owners and recreational vessel owners who rent berths “*don’t want anybody starting up a stinky fishing boat at 5:00 in the morning.*”
 - It is unlikely that recreational vessel owners can tolerate the sights, sounds, and smells of commercial vessels during *day or night*.
 - There is a danger of collisions between commercial and recreational vessels at the same wharf: “*A little breeze of wind, a guy trying to get fishing, he crushes \$700,000 worth of fiberglass.*”

- Given these incompatibilities, given the demand for recreational berths, and given the willingness and ability of some recreational vessel owners to pay higher rents for berths than commercial vessels can afford to pay, it is likely that wharf owners would rent to recreational vessels over commercial vessels, and then commercial dock space would be lost to recreational vessels. What’s more, once commercial vessel dock space is lost to recreational vessel dock space, there is no likelihood that the commercial dockage would ever be regained. Experience throughout port communities has been that once recreational vessels are allowed on commercial docks, they take over and push out commercial vessels: “*once it creeps in, the creep starts to become a landslide.*”¹⁰⁶
- New or expanded development of recreational marinas is not permitted in a DPA, even as a “supporting DPA use” (see 310 CMR 9.02).

5. The incompatibility of residential uses

The panel believes that residential uses of the waterfront are fully incompatible with the commercial fishing industry infrastructure required to support the commercial fishing industry in Gloucester (moreover, as residential uses are not considered to be “water dependent” uses, they are not permitted under chapter 91 or under DPA rules). However, the panel believes that temporary quarters for working fishermen and tradespersons on short-term fishing industry business in Gloucester (as described above in section C 4) could be appropriate on parts of the waterfront outside of areas subject to chapter 91 and the DPA rules.

¹⁰⁶ See Marine Law Institute, University of Maine, in association with the Center for Applied Social Science, Boston University, *Guidebook to the Economics of Waterfront Planning and Water Dependent Uses*, pp. 24-26 (1988).

E. GLOUCESTER PANEL MEMBERS CONTRIBUTING TO THIS REPORT¹⁰⁷

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Sarah Robinson, Gloucester Panel Coordinator

¹⁰⁷ Listed members are people who (1) participated in the Summer 2004 meeting in which the Panel met to consider commercial fishing industry needs on Gloucester Harbor in order to make a contribution to the harbor plan and DPA master plan update process, and (2) other panel members who were unable to make the Summer 2004 meeting but who reviewed this report in draft and offered their comment and input. For a list of all people contributing to the Panel's first report (which made many of the points reiterated and elaborated here), see 'A Study of Gloucester's Commercial Fishing Infrastructure: Interim Report' (October 15, 2003), Appendix A.

¹⁰⁸ Mr. Ketchen participated, most helpfully, in all of the Panel's Infrastructure meetings, including the Summer 2004 meeting that focused specifically on the need to update Gloucester's harbor plan and DPA masterplan. However, this Supplemental Report on 'Commercial Fishing Industry Needs on Gloucester Harbor, Now and in the Future' has not been reviewed by Mr. Ketchen. The panel decided not to consult with Mr. Ketchen on the review of the panel's report only because Mr. Ketchen, in his role as coordinator of the harbor plan and DPA master plan update process, is one of the report's intended recipients.

TABLE 1.
GROUNDFISH LANDINGS, 1975-2002: TOTAL LANDINGS AND GLOUCESTER LANDINGS*

Year	Total GF (lbs)	Gloucester GF (lbs)	Glou % of Total GF
1975	208,246,800	36,280,700	17.40%
1976	205,418,200	40,397,218	19.70%
1977	266,507,500	61,817,769	23.20%
1978	301,078,487	67,716,590	22.50%
1979	317,221,114	63,187,025	19.90%
1980	368,317,749	73,684,623	20%
1981	346,422,492	81,252,607	23.50%
1982	363,738,504	77,666,485	21.40%
1983	355,973,026	66,998,751	18.80%
1984	305,503,101	60,745,588	19.90%
1985	260,664,944	55,744,664	21.40%
1986	221,262,772	50,811,935	23.00%
1987	194,493,106	28,921,257	14.90%
1988	186,538,697	28,749,347	15.40%
1989	167,264,108	24,082,748	14.40%
1990	196,434,790	34,975,064	17.80%
1991	186,598,928	30,631,784	16.40%
1992	155,057,268	23,890,521	15.40%
1993	125,744,404	20,716,690	16.50%
1994	93,134,375	15,210,249	16.30%
1995	79,033,606	13,405,110	17.00%
1996	78,935,413	11,825,701	15.00%
1997	78,718,345	11,246,111	14.30%
1998	80,856,542	14,190,639	17.60%
1999	77,035,805	12,979,087	16.80%
2000	93,584,582	14,257,336	15.20%
2001	111,947,729	16,117,674	14.40%
2002	100,784,408	14,223,912	14.10%
AVG			17.94%

GF = all species managed under New England multispecies management plan: Atlantic cod, windowpane flounder, winter flounder, witch flounder, yellowtail flounder, haddock, white hake, Atlantic halibut, American plaice, pollock, ocean pout, & redfish

* Table prepared by Sarah Robinson, with data supplied by the National Marine Fisheries Service

Appendix 1. Commercial Fishing Industry Needs on Gloucester Harbor

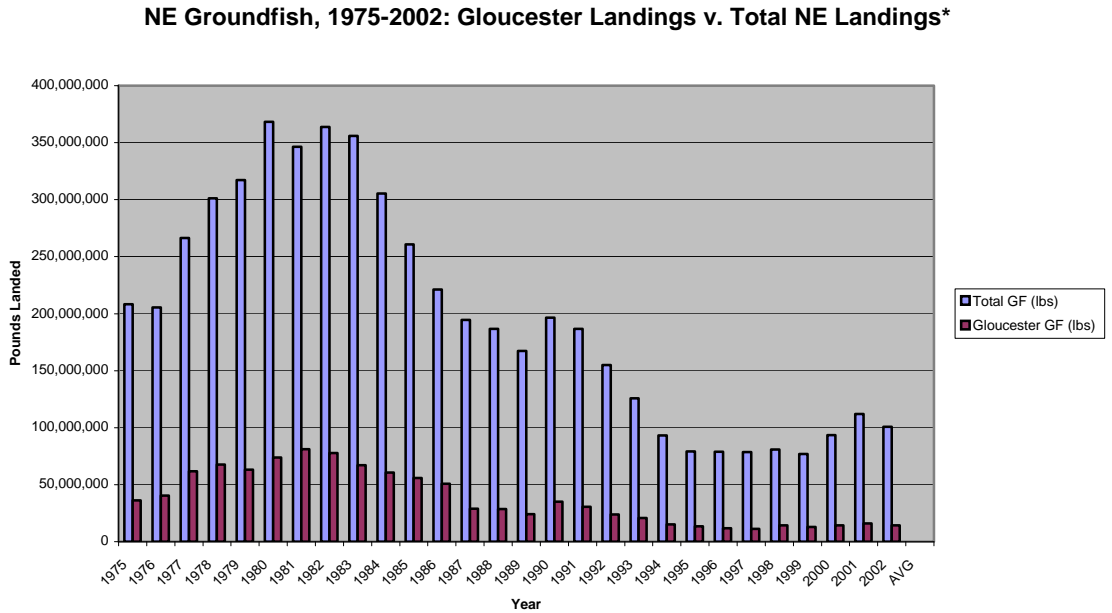


Figure 1

(prepared with data from Table 1)

Gloucester Groundfish Landings as Percent of Total NE GF Landings, 1975-2002*

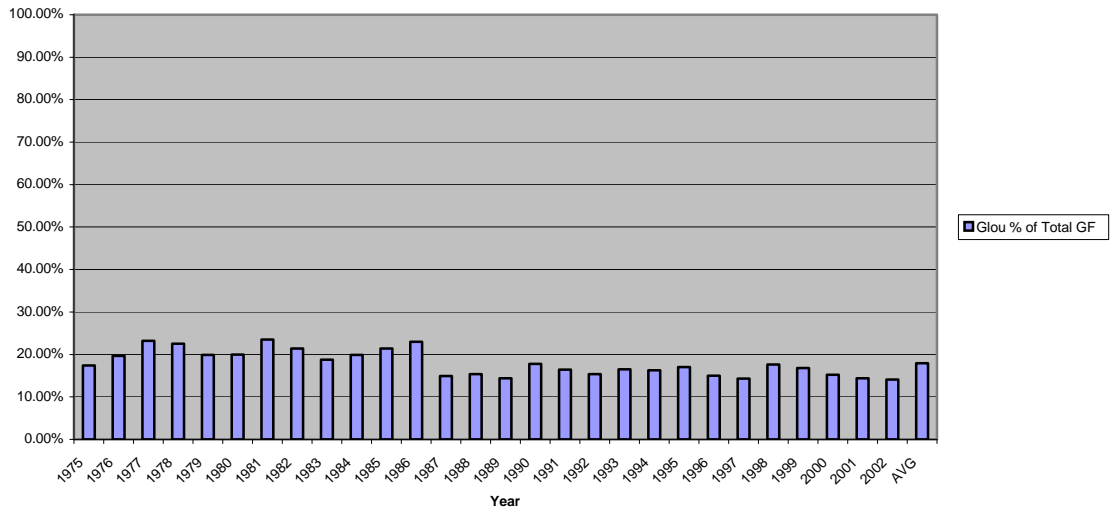


Figure 2

(prepared with data from Table 1)

* Groundfish (GF) = all species managed under New England multispecies

Appendix 1. Commercial Fishing Industry Needs on Gloucester Harbor

management plan: Atlantic cod,
windowpane flounder, winter flounder, witch flounder, yellowtail flounder,
haddock,
white hake, Atlantic halibut, American plaice, pollock, ocean pout, & redfish

Figures prepared by Sarah Robinson, with data supplied by the National Marine Fisheries Service