

Eastham, Massachusetts



A TECHNICAL ASSISTANCE PANEL REPORT

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Funding for the project is provided by the Cape Cod Commission through the Department of Housing and Community Development’s District Local Technical Assistance program.

Executive Summary

The Eastham Technical Assistance Panel (TAP) convened on September 27th, 2017, at the Eastham Public Library, under the direction of the Boston/New England District Council of the Urban Land Institute. Over the course of the day, the TAP, consisting of five real estate and land use professionals, met with local business owners, representatives from the Town of Eastham and other key stakeholders. The purpose of the TAP was to devise a general strategy that would enable the Town to expand from an economy based on tourism to a broader year-round economic model, and to specifically review and strategize on opportunities in North Eastham.

Chapter 1: ULI and the TAP Process

Offers an overview of the Urban Land Institute's Boston/New England District Council and its Technical Assistance Panels, and provides a list of the panel members and stakeholders who took part in this particular TAP. The chapter also outlines the study area for the TAP, and describes the process undertaken by the panelists and stakeholders during the information gathering sessions and subsequent charrette.

Chapter 2: Background and History

This chapter provides a brief overview of Eastham, as well as the Town's desired outcomes for the TAP; a brief history of the Town; a physical description of the Town's unique natural characteristics and its geographical location in relation to its neighbors on the Outer Cape; key population and demographic information that provide insight into the issues facing Eastham today; and a look at the housing deficit.

Chapter 3: Assets and Opportunities

Examines the multiple strengths of Eastham's thriving tourist economy, the Cape Cod National Seashore and its other natural and historic assets, as well as the development possibilities for some of the Town's underutilized assets. It also discusses the development possibilities created by the establishment of a Town-wide municipal water system and the recent addition of high-speed internet access to the Town.

Chapter 4: Challenges

Eastham faces a number of challenges in its quest to develop a year-round economy. In addition to the obstacles faced by much of the Cape (seasonality, affordable year-round housing), the Town is located on the Outer Cape, largely rural, and is seen as a pass-through by many travelers. It is hampered by the lack of a true town center, and the "Main Street" that traverses the commercial corridor is a 40 MPH four-lane state highway (Route 6).

Chapter 5: Recommendations

This chapter is divided into short and long term recommendations. Some of the short term recommendations are those which could be instituted fairly quickly, including: the appointment of an Economic Development Coordinator to streamline the development process; and an upgrade of the Town of Eastham website to make it more user-friendly and to expedite the permitting process. Longer term recommendations include the addition of affordable housing to accommodate a year-round population, and a re-design of the Route 6/Main Street to allow for increased commercial activity and walkability.

Chapter 6: Funding Sources

This chapter identifies programs and agencies that can help the Town of Eastham achieve its goals, including MassDevelopment, Commonwealth Places, and MassHousing. Additional information on these programs can be found in the appendices of this report.

Chapter 7: Conclusions

The panel determined that while Eastham has the potential to develop a working plan that would lead to a year-round economy, the Town must first create a vision for itself and adopt and follow through on a Master/Economic Development Plan.

ULI & the TAP Process

Urban Land Institute (ULI)

The Urban Land Institute is a 501(c)(3) nonprofit research and education organization supported by its members. The mission of ULI is to provide leadership in the responsible use of land and to help sustain and create thriving communities. Founded in 1936, the institute now has nearly 40,000 members worldwide representing the entire spectrum of land use and real estate development disciplines, working in private enterprise and public service, including developers, architects, planners, lawyers, bankers, and economic development professionals, among others.

The Boston/New England District Council of ULI serves the six New England states and has over 1,300 members. As a preeminent, multidisciplinary real estate forum, ULI Boston/New England facilitates the open exchange of ideas, information, and experience among local, and regional leaders and policy makers dedicated to creating better places.

Technical Assistance Panels (TAPs)

The ULI Boston/New England Real Estate Advisory Committee convenes Technical Assistance Panels (TAPs) at the request of public officials and local stakeholders of communities and nonprofit organizations facing complex land use challenges who benefit from planning and development professionals providing pro bono recommendations.

At the TAP, a group of diverse professionals specially assembled with expertise in the issues posed spends one to two days visiting and analyzing existing conditions, identifying specific planning and development issues, and formulating realistic and actionable recommendations to move initiatives forward in a way consistent with the applicant's goals and objectives.



ULI TAP panelists at work

The Panel

ULI Boston/New England convened a volunteer panel of experts whose members represent a wide range of commercial real estate disciplines. Their task was to analyze the challenges and opportunities facing the Town of Eastham in their efforts to expand their economy from primarily seasonal and tourism-driven to a more diversified model that provides year-round employment. Panelists included architects, real estate attorneys, planners, developers and marketing professionals. The following is a list of panelists:

Co-Chairs

Jim Heffernan, Attorney, Rich May, P.C.

Jamie Simchik, Principal, Simchik Planning & Development

Panel

Carrie DeWitt, Market Facilities Manager, Boston Public Market Association

Michael Galasso, President, Barone Galasso & Associates Inc.

Gail Kubic, Architect, Finegold Alexander Architects

Panelists have donated their time.

ULI Staff

Manikka Bowman, Director, Policy & Outreach

Sara Marsh, Manager

TAP Writer

Mike Hoban, Principal, Hoban Communications



Touring Eastham



Panelists at work in Eastham's Public Library

Stakeholders

The TAP benefited from the participation of the diverse group of stakeholders – local business owners, representatives from the Town of Eastham Chamber of Commerce, Affordable Housing Trust, Planning Board, Community Development Partnership, and Nauset Regional High School (located in Eastham) – who came together to devise a strategy to create a more sustainable long-term economy.

The following is a list of stakeholders:

Art Autorino, Chair, Eastham Planning Board
Alexander Cestaro, Operations Manager, Wellfleet Shellfish Company/Eastham Conservation Commission
Matthew Cole, President/CEO, Cape Associates Builders Inc.
Ian Drake, Software Consultant
Janna Drake, Corporate Finance Consultant, Kaman Corp.
Sean Fleming, Vice Principal, Nauset Regional High School
Steve Garran, CPA, Owner, Garran Accounting
Chris Kelly, Owner, Chris Kelly Branding & Design
Scott Kerry, Owner, Kerry Insurance Agency
Tim Klink, Owner, Coastal Land Design
Carolyn McPherson, Chair, Eastham Affordable Housing Trust
Barbara Niggel, Owner, Willy's Fitness Center
Jamie Rivers, Owner, Nauset Surf Shop
Ann Robinson, Director of Economic Development, Community Development Partnership
Jim Russo, Director, Eastham Chamber of Commerce
Scott Sebastian, Shellfisherman/Eastham Shellfish Advisory Committee
Ken Taber, Owner, Fairway Restaurant/Hole in One Donut Shop
Sarah Wilcox, Owner, Eastham Superette

The TAP Process

The Eastham TAP was held on September 27, 2017. Panelists from ULI Boston/New England were greeted at the Eastham Public Library by Town Planner Paul Lagg, who led the ULI panel on a 90 minute tour of Eastham by van. The contingent was also joined by Eastham Selectmen, Aimee Eckman, Bill O’Shea, and Martin McDonald, as well as members of the Cape Cod Commission, including Chief Planner Sharon Rooney, Deputy Director Patty Daley, and Technical Services Director Glenn Cannon.

The tour began with a visit to the Cape Cod National Seashore, the 44,000 acre national park that comprises nearly one-third of Eastham’s total area. CCNS features stunning beaches, hiking trails, three lighthouses listed on the National Register of Historic Places, as well as a host of other natural attractions. Following stops at the Coast Guard and Nauset Light beaches, the van wound through the scenic park as Lagg provided details, highlighting various points of interest, including the Salt Pond Visitor Center and the Nauset Regional High School – the only high school on the East Coast located within a National Park.

The next stop was Town Center Plaza, a segment of the Town’s main commercial area which features restaurants, a wine and spirits store, a clothing boutique, a real estate office, ice cream parlor, and a bike shop. Across the street sits a vacant, single-story auto repair shop which is for sale. The plaza is part of a larger stretch of highway that serves as the Town’s “Main Street” that is populated by hotels, shops, restaurants, and other visitor-oriented commercial attractions. It is hoped that the area can be developed into the North Eastham Village Center, which will be comprised of residential, commercial, light industrial, medical, personal service, and civic uses, as per a 2007 study conducted by international consulting firm Stantec.

The final stop was the Rock Harbor Marina, a picturesque but underutilized marina that abuts a Town-owned 60 space parking lot, which was virtually empty. The tour also included drive-by views of historic sites such as the Eastham Windmill at the Village Green.

Following the tour, the ULI panel interviewed stakeholders, listed in the previous sub-section, in two separate panel discussions. The panelists then engaged in an intensive “closed door” charrette to develop recommendations based on the information provided in their research prior to the meetings as well as the input from the stakeholders. “Next step” recommendations were then shared with citizens of Eastham, business owners and representatives of the Town at a public presentation at the library that evening.

Background and History

The Town of Eastham is a Cape Cod resort community located at the beginning stretch of what is known as the Outer Cape, which extends to Provincetown. Although more rural and less commercialized than other Cape communities, Eastham's mostly seasonal economy is still primarily tourism-driven. Eastham is bisected by U.S. Route 6, a four-lane, undivided Federal/State Highway that serves as the major travel corridor to the Outer Cape towns. The highway also serves as the Town's Main Street, and is zoned primarily for commercial business. The Town is interested in creating a year-round economic model to augment its tourism trade.

Until the past year, Eastham had been the only town on Cape Cod without a municipal water system, a major impediment to developing a more diverse economy. With the water system now in place, the Town has the capability of supporting denser commercial and residential property development. This enhancement could pave the way for a more diversified economy and an increased year-round population to support it.

The Town of Eastham enlisted the help of the TAP to provide an outside perspective regarding the development potential of its existing resources, as well as additional development possibilities that could be achieved through changes to zoning regulations or infrastructure investment. The Town is also interested in the implications of adding affordable housing to bolster the Town's year-round population and to meet its 40B requirements.



[Nauset Lighthouse, Eastham](#)

The panel was asked to address the following questions:

1. What types of businesses would be most likely to locate/invest in this area under current market and regulatory conditions now that public water is available? Market conditions would include the current resident demographic mix and incomes, workforce availability, tourism trends, real estate prices, availability and cost of capital, and other factors impacting demand for goods and services.

2. What opportunities might exist to diversify the commercial mix, outside of tourism-driven retail and hospitality industries given current market conditions, and what would the Town need, in terms of regulations, infrastructure, or amenities, to attract other types of businesses? Are there underutilized assets that could make the Town more attractive as well?

3. Are the concept plans provided to the ULI team for housing and commercial development in North Eastham, along with the overlay zoning, likely to allow or result in a greater diversity of businesses, housing and mixed use opportunities that support year-round economic activity as well as the seasonal economy?

A) History

In 1620, Eastham was the site of the first encounter between the Native Americans (the Nauset tribe) and the Pilgrims, before their settlement of Plymouth. Pilgrim families, seeking more fertile farming land, began migrating to the area by 1644, and the Town was incorporated in 1651. As one of the oldest Towns on Cape Cod and in the Commonwealth of Massachusetts, virtually all of Eastham is historically significant. Many



Rock Harbor Marina

sites appear on the National Register of Historic Places, including the Fort Hill and Eastham Center Historic Districts, the Three Sisters of Nauset lighthouses, the Eastham Windmill, and multiple burial grounds. Agriculture (particularly strawberries, asparagus and cranberries) was the primary industry into the early 20th century, along with fishing (mackerel, cod, and oysters) until tourism began to flourish at the close of WWII.

In 1961, President John F. Kennedy founded the Cape Cod National Seashore, “to preserve the natural and historic values of a portion of Cape Cod for the inspiration and enjoyment of people all over the United States.” The CCNS currently draws over five million visitors per year and makes up close to one-third of the Town, serving as the driver of the Town’s tourism trade.

B) Geography

Eastham has a total area of 25.7 square miles, comprised of 14 square miles of land and 11.7 square miles of water. Located between the Atlantic Ocean on the east and Cape Cod Bay on the west, the Town borders Wellfleet to the north and Orleans to the south, and is known as the Gateway to the Cape Cod National Seashore as well as the Outer Cape. In addition to the spectacular beaches, the Town is home to a number of freshwater “kettle” ponds and multiple bicycle trails, including the 22-mile Cape Cod Rail Trail which passes through the Town. Eastham is approximately 25 miles east of Hyannis, 92 miles southeast of Boston, and 23 miles south of Provincetown.



Cape Cod National Seashore

C) Population/Demographics

Eastham has a year-round population of approximately 5,000, which balloons to over 25,000 during the summer months. While the seasonal increase drives the tourism industry, it also places enormous pressure on local services and the housing market. The Town is also experiencing a dramatic demographic shift towards an older population, with a marked decrease in younger families. The percentage of population aged 55 or older increased from about one-third (34.4 percent) in 1980 to well over half (54.4 percent) by 2014. Conversely, the number of children aged 5-17 decreased from 17.1 percent to 6.2 percent during the same time period. The median age for the Town increased from 41.7 in 1990 to 57.8 in 2014.

D) Housing

Seasonal rentals and second homes make up approximately 60 percent of the housing stock in Eastham, which has an adverse impact on the availability of both market-rate and affordable housing. In fact, Eastham has the lowest percentage of affordable housing on Cape Cod with only 1.9 percent, according to the MA Department of Housing and Community Development. There are also few housing options for the seasonal workers required to sustain Eastham’s significant resort and tourist economy.

Assets and Opportunities

With the significant investment in the infrastructure in the form of the municipal water system, the foundation has been laid to potentially diversify Eastham's economy and to increase the Town's year-round population. The natural treasure that is the Cape Cod National Seashore, a host of freshwater lakes and bike paths, an operating marina, and an engaged and passionate group of business owners and residents (over 1,000 people showed up at a recent Town meeting) provide Eastham with an appealing package for attracting new businesses and adding affordable housing.

A) Ample Recreational, Conservation and Open Space

Eastham is the gateway to the Cape Cod National Seashore, which attracts over five million visitors per year. In addition to its stunning beaches, Eastham is home to the CCNS' main visitor facility, Salt Pond Visitor Center, which includes a theater, bookstore, museum, a newly added section on Wampanoag culture and history featuring artifacts, photographs and art, as well as access to the popular 1.5 mile Nauset Marsh Trail and the Nauset Bicycle Trail. The National Park also offers ranger-guided tours from the spring through the fall, tours of historic buildings and lighthouses, and educational programs throughout the year. Eastham also has nearly 600 acres of Town-owned open space, beaches, and landings, many of which are historically significant.

There are also three public indoor facilities available for recreational activities, including the gymnasiums of Nauset Regional High School, Eastham Elementary School, and the Eastham Council on Aging facilities. Outdoor active recreational facilities include the Nauset Regional High School soccer field, track and tennis courts; the Eastham Elementary School ball field and playground; the baseball, softball and soccer field and basketball court behind the Town Hall; and the Wiley Park playground, bridle path and swimming area.

B) Rock Harbor Marina

Eastham shares the man-made Rock Harbor with the neighboring Town of Orleans, and while the Orleans marina enjoys a thriving business (including a restaurant), the Eastham side is a largely underutilized asset. There is also a 60-space parking lot that stands virtually empty (even during the summer months) that represents a promising development opportunity. One of the panelists stated that during summer months, the Orleans side of Rock Harbor is full of cars, while the Eastham side "is a ghost Town."

C) U.S. Route 6

U.S. Route 6 is both an asset and a challenge. In addition to serving as Eastham's Main Street, the route is the major travel corridor to the Outer Cape Towns of Wellfleet, Truro and Provincetown with an average daily traffic count of approximately 30,000 trips per day during peak. If a true Town center with a walkable village can be developed, this stretch could potentially become a vibrant commercial district.

D) Bike Trails

The Cape Cod Rail Trail is a paved, 22-mile ride that begins in Dennis and ends in Wellfleet, traversing Eastham for a full six miles. Approximately eight feet in width, the trail includes limited parking for vehicles, and restrooms are provided in Eastham along the trail. The National Seashore Bike Trail runs from the National Seashore Visitor Center to Coast Guard Beach (approximately 1.6 miles), and connects to the CCRT as well as many of the hiking trails in the area.

E) Existing North Eastham Village Center Plan

In 2007, the Town of Eastham commissioned international consulting firm Stantec to develop the North Eastham Village Center Strategic Report & Concept Plan, to create a traditional mixed use Village Center for the North Eastham area, centered around the intersection of Route 6 and Brackett Road. The report built upon several previous studies (including the 2002 Eastham Comprehensive Plan, updated in 2010) and contains many recommendations – from design concepts through zoning changes – which are still relevant, providing a blueprint for future development.

F) New Municipal Facilities

In addition to the establishment of a Town-wide municipal water system, Eastham built a new, LEED Gold-certified, 16,000 square foot public library that includes a 110-seat multipurpose community room.

G) History

Eastham's history dates back to the Pilgrims' first contact with Native Americans in 1620 (at the aptly named First Encounter Beach), and includes a half-dozen sites listed on the National Register of Historic Places, which could serve as a basis for historic tourism . And given Eastham's rich agricultural history, the opportunity for agritourism is a possibility.

H) High Speed Internet

Open Cape recently installed fiber optic cable in the region, creating an opportunity for co-working incubator space as well as upgrading service for workers who choose to work remotely.

I) An Engaged Business and Residential Community

As evidenced by the appearance and active participation of large and small business owners at the stakeholders meeting, as well as the attendance and spirited response by residents at the TAP presentation, there is a strong interest in the redevelopment of Eastham by the community.



Eastham Public Library

Challenges

Although the natural beauty of Eastham and the National Seashore makes the Town ideally suited for seasonal tourism trade, there are a number of challenges to be addressed in order to implement a plan that will encourage year-round economic development. These range from the absence of Master and Economic Development plans, zoning issues, and a lack of affordable housing.

A) Lack of Affordable Housing

Approximately 60 percent of the housing stock in Eastham is comprised of seasonal units and second homes. There is a dearth of housing opportunities for the year-round renters (rental units dropped from 470 to 346 since 1990) and there is a lack of housing for seasonal workers as well.

B) Seasonal Economy

Like many Towns on the Cape, Eastham has a largely seasonal, tourism-based economy. In order to broaden its scope, the Town needs to identify ways to better utilize the Town's existing resources, as well as to identify businesses that could grow the year-round commercial base.

C) Insufficient Signage/Wayfinding

Although large numbers of visitors pass through Eastham via Route 6 (19,000 daily average, with a marked increase during summer months according to MassDOT), there are few signs on the roads (or the CCRT) that indicate to travelers that they actually within the Town. There is also little signage to encourage visitors to stop and explore the local businesses, which, combined with the 100-foot setbacks of many of the commercial lots, represent missed opportunities for the merchants. There is also a lack of sufficient guide signage for recreational and

cultural areas such as beaches, bike trails, and historic landmarks.

D) Unidentifiable Town Center/No Town Identity

Because Eastham was initially formed as a farming community, a traditional village Town center was never established, leaving the Town with no real central gathering place or centralized shopping center. As one stakeholder remarked, "When you have a 40 MPH highway going through your downtown, it's not much of a downtown."

E) Lack of Walkability and Bike Mobility

Because of the scattered nature of the commercial, retail, and Town buildings, and lack of a true Town center, Eastham is not a "walkable" town. In addition, the narrow sidewalks currently in place on portions of Route 6 often have telephone poles in the center, making them inaccessible for pedestrians and bike riders. There are also no pedestrian rights of way that allow people to safely cross from one side of the highway to the other.

F) Insufficient Commercial Storage

Business owners, particularly commercial fisherman and construction company owners, lament the lack of commercial bulkheads and facilities for heavy equipment storage, other than a small area located on Holmes Rd. The lack of industrial space forces the businesses to move storage operations to other towns, depriving Eastham of tax revenue.

G) Town Government

According to business owners, the citizens of Eastham have been very receptive to changing zoning requirements and other regulations to allow for commercial development and to support additional housing. However, many of the panelists expressed the need for the local government to be more business friendly. Panelists cited the following areas of concern:

- 1) Lack of a decisive master or economic development plan
- 2) Poor communication by local government to citizenry
- 3) Cumbersome Approval Process/Inefficient Development Processing
- 4) A broad and antiquated zoning process

H) Lack of Design Standards

Panelists expressed concerns that regional and national retailers that have either opened stores (Cumberland Farms) or have sites that are pending approval (Dollar General), are not subject to design standards that are consistent with the existing architectural character of the Town. Design standards for landscaping of properties in the commercial district are also nonexistent.

There are also no design guidelines for a downtown district that should include: a unified zoning for Downtown; form-based code to encourage Cape-style design in line with the character of the Town; implementation of smaller setbacks in the Downtown area (with parking and delivery in the rear) to encourage travelers to stop. Also, height limits are too restrictive for further redevelopment. Additionally, there are too few developments along the commercial corridor that are allowed by right.

I) U.S. Route 6

The Eastham section of Route 6 is the only segment of the highway that includes four lanes, and summer traffic congestion and safety (including a significant number of fatalities) on Route 6 impacts both residents and visitors daily. The high-speed lanes also discourage drivers from making left-hand turns, which affects potential two-way traffic for businesses.

Recommendations

SHORT TERM

A) Approved Branding, Signage and Wayfinding

From an informational, wayfinding, and branding perspective, the signage for the Town of Eastham, as well as for its recreational attractions and commercial businesses, is remarkably understated. While the desire by the Town to retain its rustic charm is understandable, signs announcing Eastham as the “Gateway to the National Seashore” along Route 6 would give the Town a sense of place and identity while simultaneously promoting the Town’s most prominent feature. A well-coordinated signage campaign that indicates points of interest such as the many historic landmarks, bike trails, and restaurants should also be developed. Additionally, there should be (limited) signage on the bike trails, alerting cyclists that they are indeed in the Town of Eastham (there are currently none), as well as signs for the Town’s attractions. Signage identifying bus stops should be added as well.

B) Create Pedestrian Walkway for Route 6

Development of a reliable and safe pedestrian walkway across Route 6 is strongly recommended, using either a bridge or a tunnel. This could be accomplished with the help of the MassDOT, which recommended implementing a pedestrian walkway in their 2012 Road Safety Audit of the Route 6/Governor Prence intersection.

C) Create Positions to Streamline Development Process

Small business owners expressed frustration at the difficulty of navigating their way through the Town of Eastham’s permitting and development processes. The panel suggests appointing an Economic Development Coordinator – one who is familiar with all phases of development – to shepherd business owners through the multi-phased process. During the stakeholder discussions, business owners indicated a willingness to pay more in fees in exchange for an expedited development process. It was also suggested that the Town of Eastham designate a liaison to advocate for the Town with state agencies such as MassDOT, as well as Town-to-State and Neighborhood-to-Town liaisons.

D) Engage High School Students in Civic Initiatives

Create a program at the high school level where school credit is offered (possibly as an elective course) that would have students participating in governmental functions such as the zoning boards or the conservation committee. Such a program could increase the future level of involvement by the Town’s younger residents.

E) Senior Center

When building a Town Center, it is suggested that a new senior center (the current one is 30 years old) be included in any redevelopment plan.

F) Acquire Abandoned Gas Station

Given the Town's demonstrated practice of acquiring private properties for conservation and open space, Eastham should also consider purchasing the Nickerson Service Center, an abandoned auto repair shop located across the street from the North Eastham Town Center Plaza. By purchasing the property, the Town could ensure that development of the site would be consistent with Eastham's vision for the proposed Village Center

G) Centralize Communication & Website

The Town of Eastham website is outdated and has limited functionality. The panel recommends that a web designer/coder (preferably a resident, to support local business and add local character) be hired to re-design and upgrade the website to make it user-friendly/interactive. The website should include an update of the Town Directory to include a clear breakdown of roles and responsibilities of each of the offices.

In addition, separate Tabs/Pages should be created for Small Businesses, Social Engagement Opportunities/Events, Building and Planning Guidelines, and a Development Approval Checklist. The website should also offer electronically fillable forms, permits, and contracts to streamline those processes, as opposed to simply posting printable PDFs on line, as the current website does. **Prior to the completion of this report the town has implemented changes regarding this recommendation.

H) Creative Placemaking

One of the concerns of the business owners was that Eastham lacks gathering spaces necessary for building a strong sense of community. The panel identified a pair of possibilities, including:

Rock Harbor Marina – This underutilized asset (including the 60 space parking lot) could be activated to serve as a destination location during the warm weather months. It was suggested that the space could be designed and marketed to accommodate food trucks, beer gardens and other mobile vendors. Additionally there could be programming involving music and the arts, as well as recurring events such as a “Friday Night Fish Fry” that would incorporate the wares of local commercial fishermen and farmers.

Windmill/Bandstand on the Village Green – This historic landmark (the Cape's oldest windmill – which is still in operation) is located just off Route 6 and within walking distance of the Town hall and the new public library. While there is a popular Eastham Windmill Weekend every fall, it was suggested that additional events such as artisan fairs, movie nights, and monthly Town suppers could further build a sense of community. Another enhancement would be to encourage outdoor seating at restaurants to create a more communal atmosphere.

LONG TERM

A) Create Entrepreneurial Commercial Space

There are a number of incubator models that could be launched to encourage community members to either start new year-round businesses or to expand existing home-based enterprises, including:

1) Commercial Kitchen Space – Establish a fully equipped commercial kitchen where entrepreneurs can share resources to develop or grow small scale food businesses (producing products such as baked goods, sauces, beverages, etc.), and also house prep space for food trucks. The facility could be modeled after Commonwealth Kitchen in Boston, where in addition to supplying the kitchen space, the incubator provides instruction on crafting a business plan, getting proper permits, maintaining food safety, and all other aspects of running a small business. Building a partnership with the local high school would also provide part-time jobs for students and an additional workforce for entrepreneurs.

2) Co-Working Space – With the OpenCape Corp. now providing access to affordable, high-speed broadband, establishing co-working space could be a viable way to attract and grow year-round businesses to the community. Those working in the tech-based industries that prefer the less hectic lifestyle and the vast natural resources that Eastham has to offer can establish businesses – creating a Cape Cod version of the Cambridge Innovation Center or WeWork.

3) Blue Economy – The Town should work in conjunction with the Cape Cod Chamber of Commerce and the Cape Cod Commission to investigate ways to more fully

participate in the Blue Economy to stimulate year-round economic growth.

The panel also recommended establishing partnerships with business and educational institutions to provide expertise, as well as partnering with government or quasi-government agencies to provide both seed funding and ongoing support, including:

- Cape Cod Chamber of Commerce
- The Cape Cod Blue Economy Project
- MassDevelopment
- Cambridge Innovation Center
- Community Colleges and High School
- The Trustees of Reservations

B) Regulatory Changes

As was outlined in the North Eastham Village Center Strategic Report & Concept Plan in 2007, there are a number of changes to the regulatory scheme that should be implemented to help the Town create a year-round economy.

1) Establish a Master Plan and an Economic Development Plan - The Town of Eastham should develop and follow through on Master and Economic Development plans that use the existing North Eastham Village Center Strategic Report & Concept Plan and the 2002 Eastham Comprehensive Plan (updated in 2010) as a foundation.

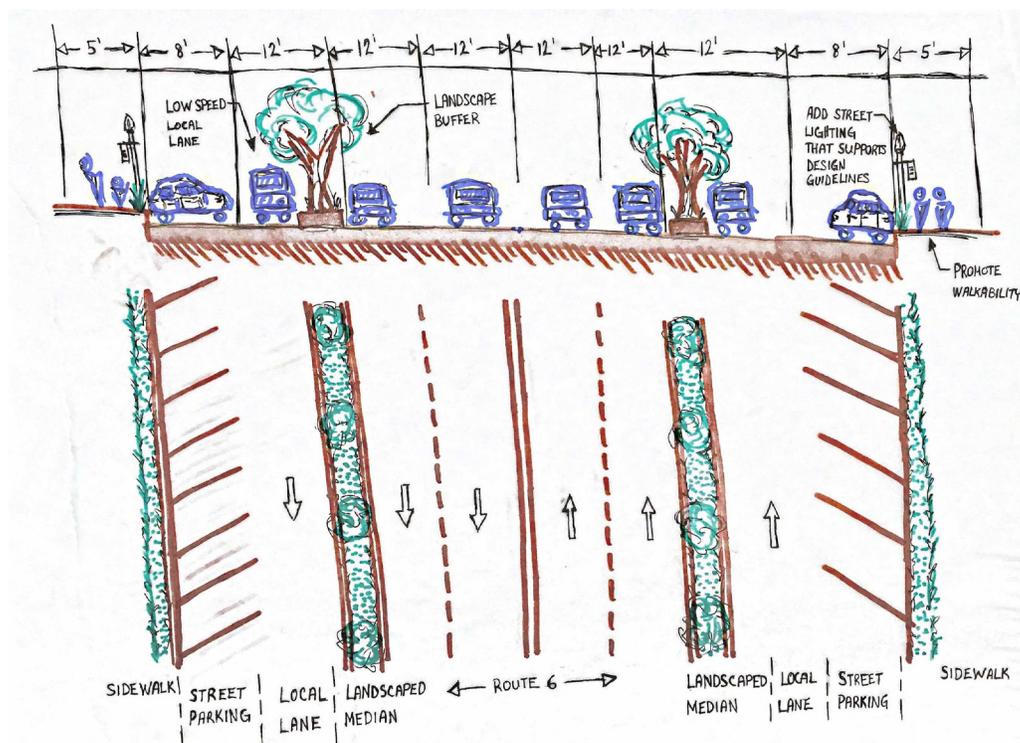
2) Modernize the Zoning Code – Modernize the zoning code based on the vision created by a Master and Economic Development Plans. Update uses by right, by special permit and by site plan review to provide a more transparent and predictable review process. **Prior to the completion of this report the town has implemented changes regarding this recommendation.

3) Add Design Review Guidelines – Establish a set of guidelines to ensure that new businesses (or those renovating existing facilities) adhere to architectural standards that reflect the character of the Town. It was also suggested that the Town require landscaping plans for the commercial space along the Route 6 corridor to assure a consistent level of quality.

4) Reduce Front Setback on Route 6 – To avoid a “strip mall” look and feel, bring commercial businesses closer to the roads, and require buildings to put parking and deliveries in back of buildings.

5) Utilize the MA Citizen Planner Training Collaborative Workshops – According to stakeholders, many of the (volunteer) citizen planners, zoning, building, and conservation officials do not appear to be adequately trained to make informed decisions for the board on which they sit. Strongly encouraging/requiring members to complete the state-sponsored training upon assuming their roles would greatly enhance the decision-making capabilities of the respective boards.

6) Form-based Code – Eastham should adopt a form-based code that will allow the Town to combine the mix of uses for any new development that will be consistent with the Town’s vision – particularly the commercial district.

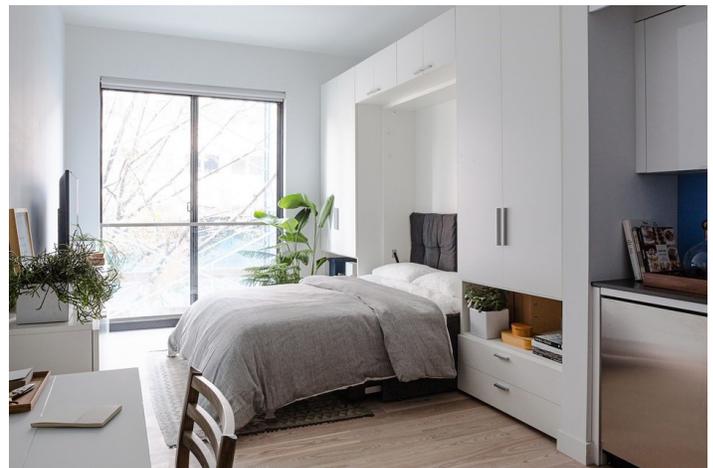


Panelists came up with a drawing exemplifying what regulatory changes could be made to “complete streets” in Eastham.

C) Develop Affordable Housing

For an expanded year-round economy to become a reality, there needs to be additional and more thoughtfully designed affordable housing to support those businesses, as well as the seasonal workforce. The Town currently has two projects under consideration, the Purcell Affordable Housing Development, a 65-unit/110-bedroom affordable housing development approved by the Zoning Board of Appeals in March of 2017; and the proposed Governor Prence residences, a 50-unit Chapter 40 affordable housing development that was denied by the ZBA, also in March of 2017.

In order to build more affordable housing to house year-round employees and also bring Eastham (which has the lowest percentage of housing deemed affordable on the Cape) into compliance with 40B, creative solutions are needed. In addition to building traditional multifamily complexes, the panel suggested examining alternative housing options such as allowing for micro units, and to monitor the results of the recently completed Cape Cod Young Professionals housing contest, which featured home designs specific to the needs of young professionals on Cape Cod. The panel also suggested allowing lower cost retail options to be considered for the Town. Although there is concern about the proposed Dollar General infringing on local businesses (as well as diminishing the unique character of the Town) low cost retail is a key component of affordability. **Prior to the completion of this report the town has implemented changes regarding this recommendation.



These images are examples of Mixed Use Affordable housing and Micro Unit Workforce Housing. The example on the left was recently developed in Cape Cod's Mashpee Commons.

D) Establish Zoning to Create a “Tradesman Park”

Although an industrial area currently exists in the Town, business owners expressed a desire for an expanded “tradesman park” for contractors to use for storage and staging areas for equipment. **Prior to the completion of this report the town has implemented changes regarding this recommendation.

E) Support Commercial Bulkheads for Fishing Industry

Commercial fisherman are currently using the bulkheads on the Orleans side of Rock Harbor Marina, depriving the Town of tax revenue. Eastham should include the development of commercial bulkheads in any redevelopment plan for Rock Harbor.

F) Complete Streets (Reconfigure Route 6)

This ambitious project would expand the width of the existing highway and create low speed local lanes along the existing Route 6 corridor (see diagram). A landscaped median strip would separate the highway from the local lanes, which would also provide on-street parking and a walkable sidewalk system. The reconfiguration would need to be accomplished with the help MassDOT, and would also need to have previously mentioned zoning initiatives in place.

The plan would not only help create a vibrant, walkable Town center, but also help to mitigate the safety issues inherent in having a high speed highway traversing the center of Town. **Prior to the completion of this report the town has implemented changes regarding this recommendation.

Funding Sources

MassHousing

Workforce Housing Initiative

MassHousing's \$100 million Workforce Housing fund supports the creation of rental housing that is affordable for working families whose incomes are too high for subsidized housing but are priced out of market rents.

MassDevelopment

Massachusetts Cultural Facilities Fund

MassDevelopment supports the arts with capital grants for the acquisition, design, renovation, and construction of cultural facilities. They also offer grants for development studies. Both MassDevelopment and the Massachusetts Cultural Council administer this fund.

Predevelopment Loans

MassDevelopment provides low interest rate loans up to \$100,000 with deferred repayment terms to finance predevelopment real estate projects.

Conclusions

Before Eastham can expect to expand their economic base from one that is primarily tourism-driven to a more diversified year-round model, a number of overarching concerns must be addressed. First, the Town must adopt and begin to execute a Master Plan/Economic Development Plan. Without a clear vision for what the Town would like to become, there can be no blueprint to make that vision a reality.

Thankfully, Eastham and outside consultants have already articulated that vision, both in the 2007 Stantec North Eastham Village Center Plan and in the 2002 Eastham Comprehensive Plan, which was updated in 2010. The problem does not seem to be one of vision, but of execution. Many of the core ideas that were developed by the ULI TAP as a result of panel discussions with stakeholders and the ensuing charrette, had already been proposed in the aforementioned reports, but do not appear to have moved forward in any concrete way.

Since the publication of those reports, two significant changes have occurred that will positively impact the ability of the Town to diversify their economic base – the addition of the municipal water system, and the introduction of high-speed internet to the region.

It also became clear during the panel discussions and the post-presentation feedback phase of the TAP that there seems to be a disconnect between the Town and its business community. Whether real or imagined, the business community does not feel that the Town is responsive to its needs. Some of this may be attributable to the enormity of the tasks before them. Reconfiguring Route 6 – so that the traffic going through the Town's

commercial district is not traveling at 40 MPH on its way to the more commercialized “destination” towns of Wellfleet and Provincetown – is a massive undertaking. The same holds true for adding affordable housing to support a year-round economy. Those issues do not lend themselves to quick fixes, and may take decades to solve.

However, enacting zoning changes and adopting some of the short-term recommendations outlined in this TAP report – such as appointing an Economic Development Coordinator and upgrading the Town's website – should begin to pave the way for real change.