

4.0 VILLAGE CENTER CONCEPTUAL PLAN

4.1 Background

The previous sections of this report provide the foundation for the North Eastham Village Center Concept Plan and Progression Drawings. The concept plan is based on the findings of the public visioning and design process, existing conditions evaluations, meetings with town staff and the Critical Planning Committee, and interviews with property owners, business owners, and other stakeholders.

The proposed North Eastham Village Center (NEVC) has good potential for a variety of future development opportunities including residential (mixed-income rental and ownership), commercial, light industrial, medical and personal service, and civic uses. The general areas and types of development potential throughout this district are illustrated and defined in Sections 2 and 3 above.

To facilitate the establishment and development of a new Village Center as desired by the community, the concept plan is broken down into five progressive steps and drawings. The plan focuses on the portion of the NEVC that has the greatest potential to serve as the civic and mixed-use center for North Eastham. This area has been determined through the public involvement process to be the area around the Route 6 and Brackett Road intersection with a particular focus on the east side of the Route 6 corridor. To supplement the NEVC Concept Plan, selected graphic and photographic examples and visual simulations are included in this section of the report.

4.2 Design Principles for the North Eastham Village Center

Rural village centers are characterized by compact mixed-use settlement patterns, a community focus (such as a town common), traditional architectural design, and pedestrian (as opposed to auto) orientation. They offer basic employment, services, and shopping for their residents as well as for those living in the surrounding lower-density rural areas.

Characteristic	Guideline
Gross land area	100 to 500 acres
Dwelling units (DU)	100 to 600 DU
Net DU/acre	1 to 8 (or 5,445 to 43,560 s.f./DU)
Population	200 to 1,800 residents
Jobs: housing ratio (at 200-350 s.f. per job)	0.75:1 to 1.75:1
Percentage of overall open space	45% to 70% district-wide
Percentage of public open space	3% to 8% district-wide
Local retail space	26 to 52 s.f./DU
Civic space	300 s.f./DU minimum
Town common or green space	200 s.f./DU minimum
Water treatment	Community or public wells
Sewage	Community or public wastewater treatment system

Rural village centers also provide civic facilities and activities for social interactions. All of these village characteristics should be provided for within about a quarter-mile of the

¹ From *Visions for a New American Dream*, Anton Clarence Nelessen, 1993.

“main street” (or commercial mixed-use spine) of the center. These characteristics indicate that traditional village centers are strongly supported by surrounding neighborhoods, local employment opportunities, and civic uses.

Some general design characteristics for a traditional rural village center are as follows:

Attractive Viewsheds and Gateways

Village centers should be visually distinct from surrounding landscapes. They should create a sense of arrival as one approaches the center through a series of changes in land uses, topography, organization and density of buildings, and formal streetscapes.

The NEVC project area includes a series of attractive viewsheds, as illustrated in Map 4.1 below, that should be preserved and enhanced as the NEVC is developed. However, as one travels towards the core area of the proposed NEVC, these important visual characteristics deteriorate into a series of strip development and poor landscaping. This visual issue needs to be addressed as the NEVC develops through a combination of attractive gateway treatments, infill buildings and existing building renovations with traditional village design and architecture, and formal streetscape improvements such as sidewalks, street trees, bicycle paths, and ornamental lighting.

Pedestrian Orientation

A key characteristic of village centers is that they are pedestrian-oriented and that a reasonable number of homes (representing the primary users) must be within walking distance of the center for it to be successful. Map 4.2 below illustrates the pedestrian precincts (walking distances) for the proposed NEVC.

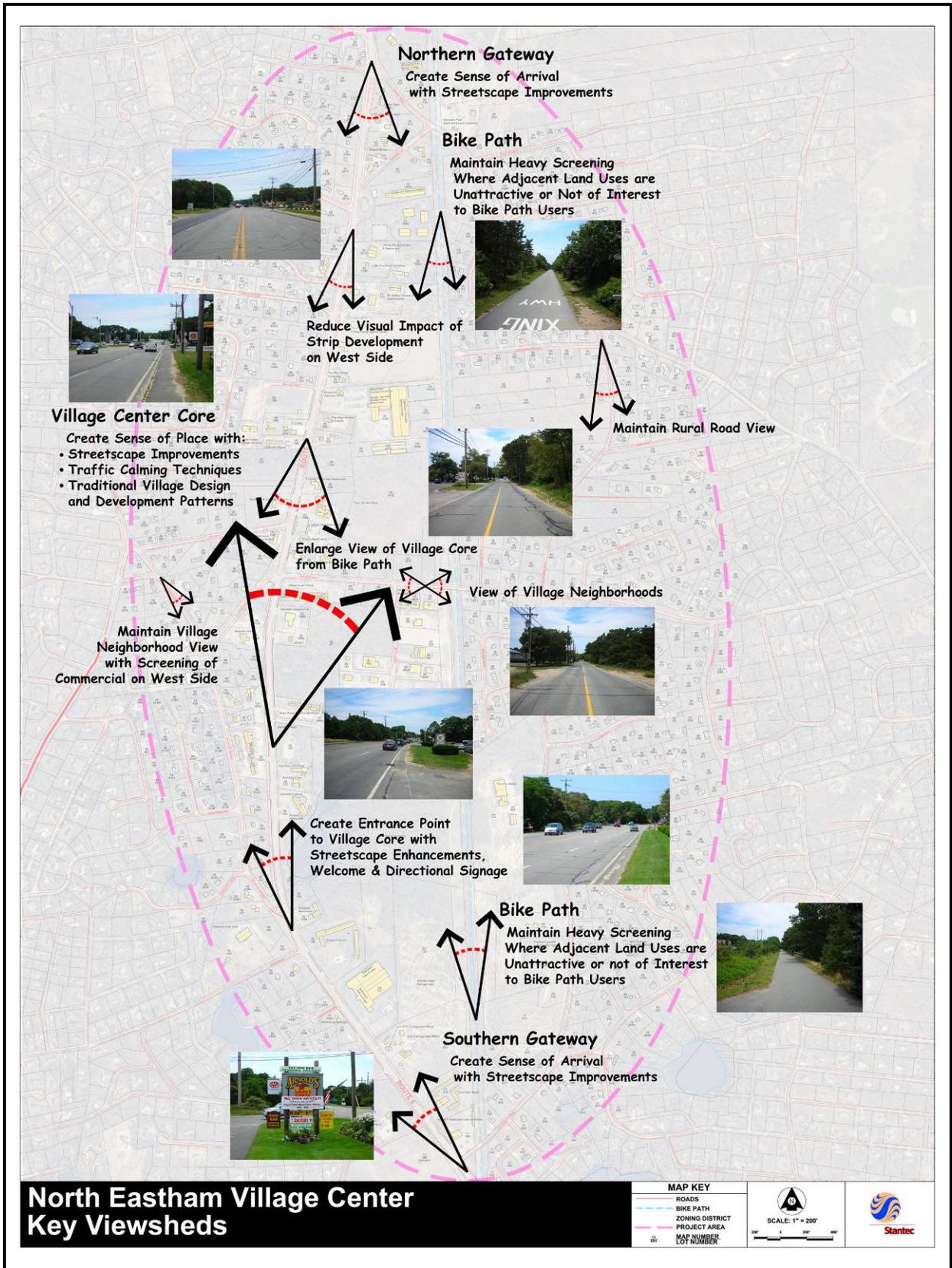
Village Center Pedestrian Precincts			
Precinct	Radius (Feet)	Approx. Acres	Approx Walking Time (Min.)
1	750	41	Under 3
2	1,500	162	5
3	2,000	230	8
4	2,640	500	10

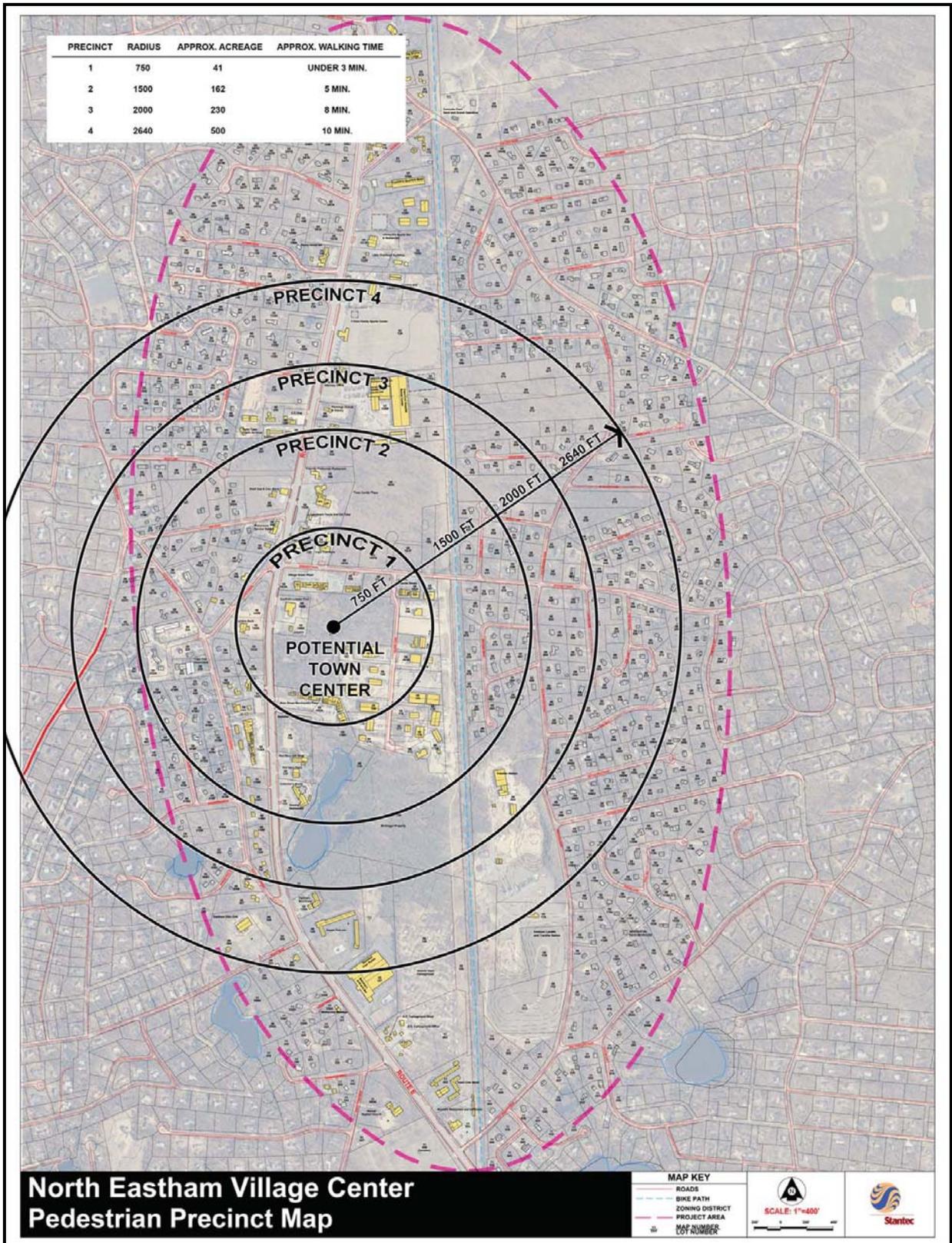
The maximum distance that most people would be willing to walk is half a mile, which takes about 10 minutes on average (Pedestrian Precinct 4). The NEVC pedestrian precinct map indicates that the core area would be within half a mile of several existing and potential new homes in the area as well as most of the existing

commercial properties along Routes 6 and Brackett Road. This map illustrates how important residential development is to a village center as well as civic and commercial uses that can draw area residents that are not within walking distance.

Mixed Uses

The long-term viability of the NEVC is dependent on the expansion and flexibility of commercial, professional, light industrial, and residential uses. A combination of uses including retail, food and entertainment, professional services (particularly medical), light manufacturing and trades, recreational, cultural, and governmental must be permitted if the Village Center is to become a “place of necessity” for residents and an attraction for visitors and prospective investors.





Well placed professional offices and residential uses (optimally on upper floors and side streets) fill vacant/underutilized spaces, create investment, establish year-round economy, provide built-in security, and reduce traffic (i.e., you can live, work, shop, and eat all within walking distance). Only truly incompatible uses should be separated in the future NEVC district.

Historic Development Patterns

The proposed Village Center's scale and layout should be distinct from all other commercial districts in the community. New development is built with pedestrians in mind (close or up to the sidewalk and adjacent buildings), no parking is located within the front-yard setback but rather behind or on the side of the building. Landscaping and streetscape amenities are provided (benches, ornamental lighting, hard surfaces, street trees, etc). Sufficient height (one and a half to two stories at a minimum) is recommended to allow for a mix of uses to create a year-round economy and reduce travel needs.

Outdoor Activity

Outdoor uses are very important to attracting residents and visitors to the Village Center. This may include formal areas such as recreational fields and commons but should also include accessory uses such as limited outdoor retail displays, outdoor dining, vendors, entertainment, farmers' markets, and other attractive uses along the core area streets. Sidewalk cafés can generate new business and encourage additional pedestrian traffic, give identity and vitality to the Village Center, serve as a special attraction, and enhance the aesthetic value of community life.

Smart Growth Principles

The philosophy behind Smart Growth is to protect open spaces, efficiently utilize local infrastructure and services, and invigorate existing employment centers and neighborhoods. As applied to the Village Center, it means providing for a higher density of job and housing opportunities because of the established mix of uses, intermodal transportation, potential for public utilities, and other public and private amenities important to existing and prospective residents.

4.3 Overall Concept Plan and Progressive Stages of Development

Fulfilling the Public Vision

Based on the information gathered, several variations of a Village Center concept plan were created. The initial concept plans were based primarily on the input of key stakeholders such as property owners, business owners, and civic organizations. The preliminary concept plans were well received by the public and Critical Planning Committee. However, several revisions were made to fine tune public spaces, transportation improvements, and mixed-use development in the core area to more closely reflect the community's vision. Additionally, progressive drawings were added to illustrate the incremental stages of development and the priorities of the Critical Planning Committee.

The final North Eastham Village Center Concept Plan and Progression Drawings (Figure 4.3 below) illustrates a balanced mix of commercial, residential, and civic buildings and open space as suggested by the public and the CPC. To support the public and private development within the Village Center, several other key improvements are depicted on the concept plans including:

- Parking and loading areas
- Pedestrian circulation and safety
- Traffic circulation and calming
- New land development, infill, and redevelopment
- Building rehabilitation, redevelopment, and reuse
- Streetscape and open space improvements

These components of the NEVC Concept Plan are described in detail below.

The goal of the NEVC Concept Plan is to establish a core area of the community with key civic, residential, and commercial uses. This area should incorporate the essential elements of traditional village character: historic architectural styles, buildings close to the street, parking on the street and behind the buildings, an attractive streetscape, an intimate pedestrian atmosphere, and a mixed-use environment. It should also be a place where folks can comfortably grab a bite to eat, make a variety of stops for business and pleasure, and converse with friends and acquaintances.

While the NEVC Concept Plan reflects the community's vision, development pressures over the past 30 years have created artificial restrictions through zoning regulations that may work against the concept plan by separating uses, pushing buildings back, and allowing site design to accommodate auto travel rather than pedestrians. Local regulations and policies must be geared toward facilitating the unique characteristics of a traditional New England town center.

Development Themes

“Place of Necessity” – If the Village Center is to compete with other commercial districts locally or regionally, we must focus on creating a mixed-use, year-round district. We must have flexibility to attract new investments, which provides for a mix of uses and opportunities that serve all residents and visitors, reflects Eastham's traditional civic and historic character, and reinforces it as a “place of necessity” in the community.

“Civic Core” – The “civic core” theme is based on existing and proposed public facilities and uses in the proposed Village Center. Currently, civic uses include the North Eastham Post Office and the Cape Cod Bike Trail. Potential future civic uses that are illustrated in the concept plan are a new public library, town common, and community center. New public facilities and open spaces should complement rather than compete with other civic cores in the community such as Windmill Park and the Town Hall. Additional civic uses in the NEVC should provide forums for public gatherings and civic activities. They should be linked together by streetscape improvements including sidewalks, trails, street trees, furnishings, and civic art. These enhancements should create an element of formality to the space and acknowledgement of civic values.

Examples of Attractive Public Open Spaces



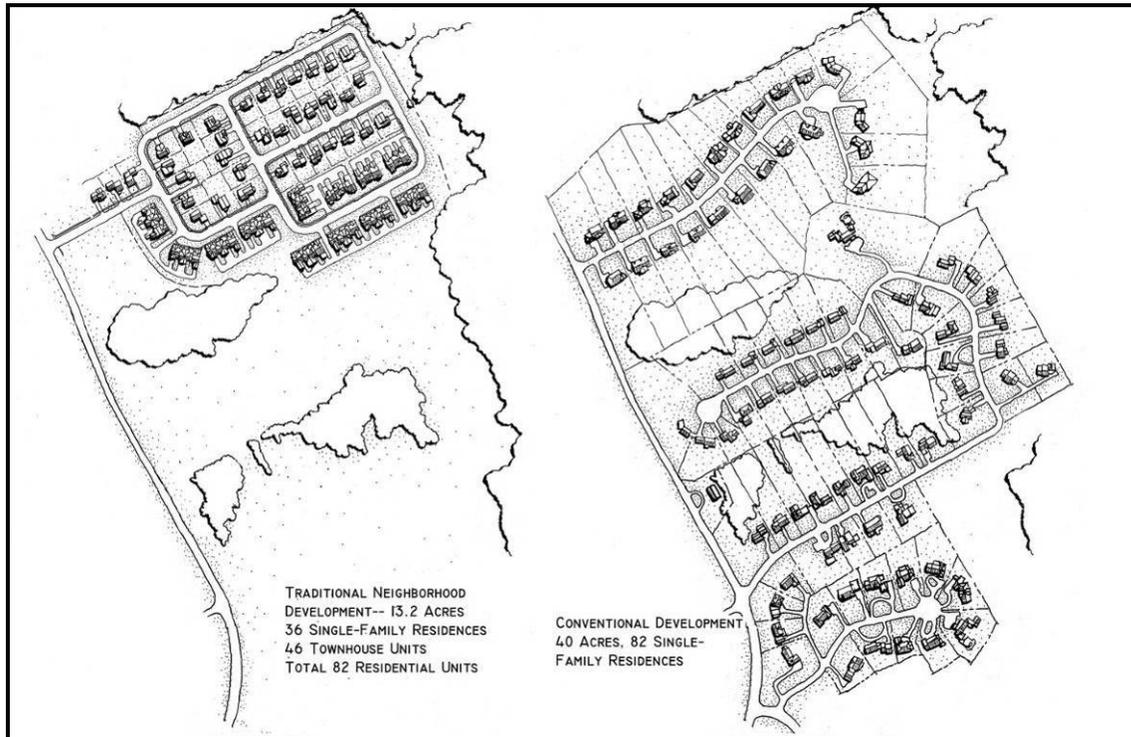
Medical Arts Health and Wellness Center – Building off the market analysis and public visioning process, the NEVC Concept Plan illustrates medical office expansion as an important attribute in the district and service to the community. Health and wellness as a primary employer and service provider is a critical asset to the Village Center and should be supported in plans for growth and expansion.

Historic Center/Arts and Entertainment District – The Village Center should be recognized as a high-quality district for the arts, entertainment, and history that becomes the hub for local cultural activities. The district theme should build upon Eastham's culture and history. The Village Center should become the site of mixed venues and support services for art exhibits, shows, entertainment, dining, and shopping.

Employment Center – The Village Center should serve as Eastham's primary employment center with retail, service, medical, public, and light industrial jobs. Holmes Road could serve as an employment center and business incubator for local tradesmen, artists, and entrepreneurs. The concept plan illustrates new development in each of these sectors.

Traditional Neighborhoods – The Village Center Concept Plan, together with adjacent properties, incorporates a series of infill housing and small neighborhoods that are laid out in a traditional development pattern (versus conventional residential subdivisions). This development includes a variety of housing types to meet the income and age demands of the community today and in the future. Traditional neighborhoods are characterized by smaller house lots with the homes placed closer to the street,

sidewalks, narrow tree-lined streets, and common open space. The concept plan integrates these neighborhoods into the core area through roadway, sidewalk, and trail connections. The “village neighborhoods” serve as the primary market for the Town Center.



Comparison of Traditional Neighborhood Development and a Conventional Subdivision

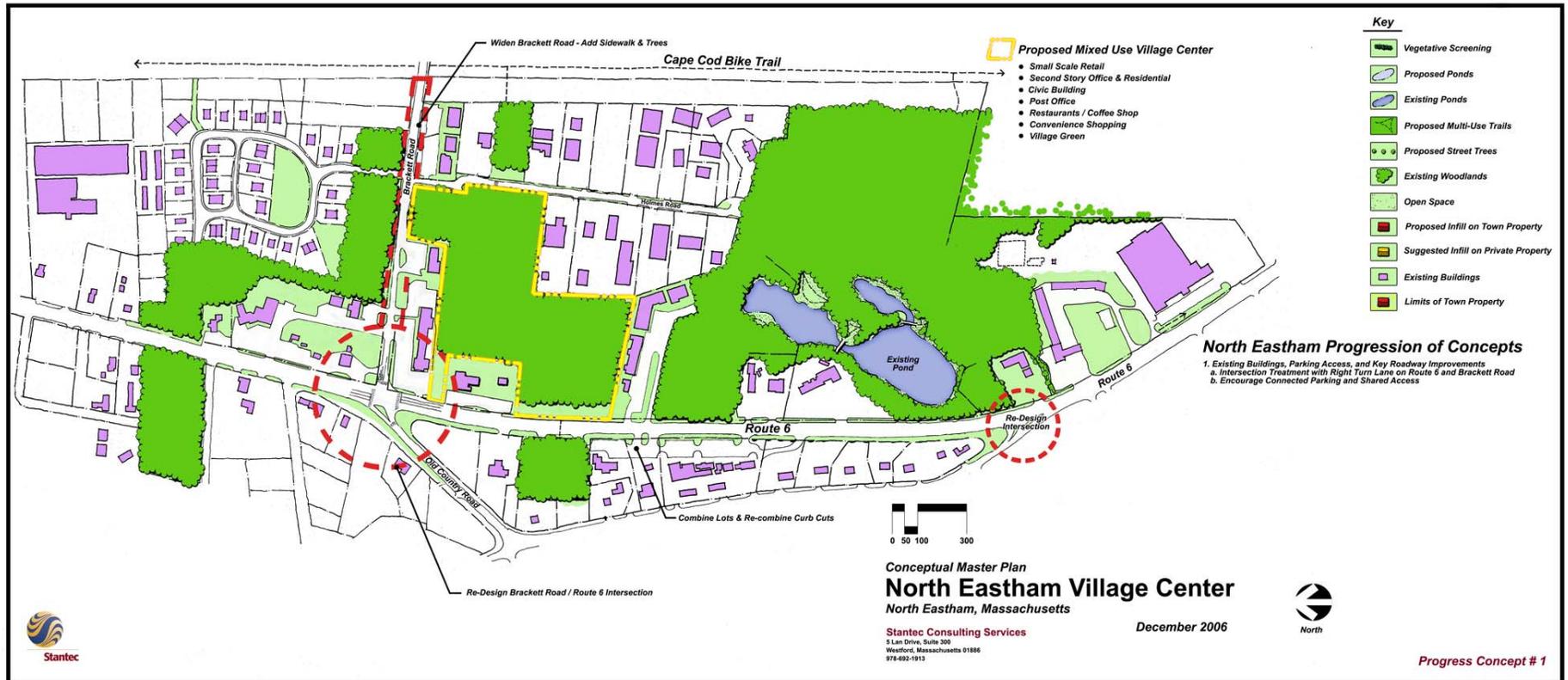
Progressive Stages of Development

The overall NEVC Concept Plan is broken down into five progression stages of development based on the priorities of the Critical Planning Committee and Eastham community. These stages are illustrated in the concept plans and described further below. It is recommended, however, that before these development stages begin that certain planning tools be adopted to guide new development, including the Village Center Overlay District and Village Center design standards. Additionally, many of these development stages include public infrastructure improvements, so additional funding sources should be identified and applied for early in the process.

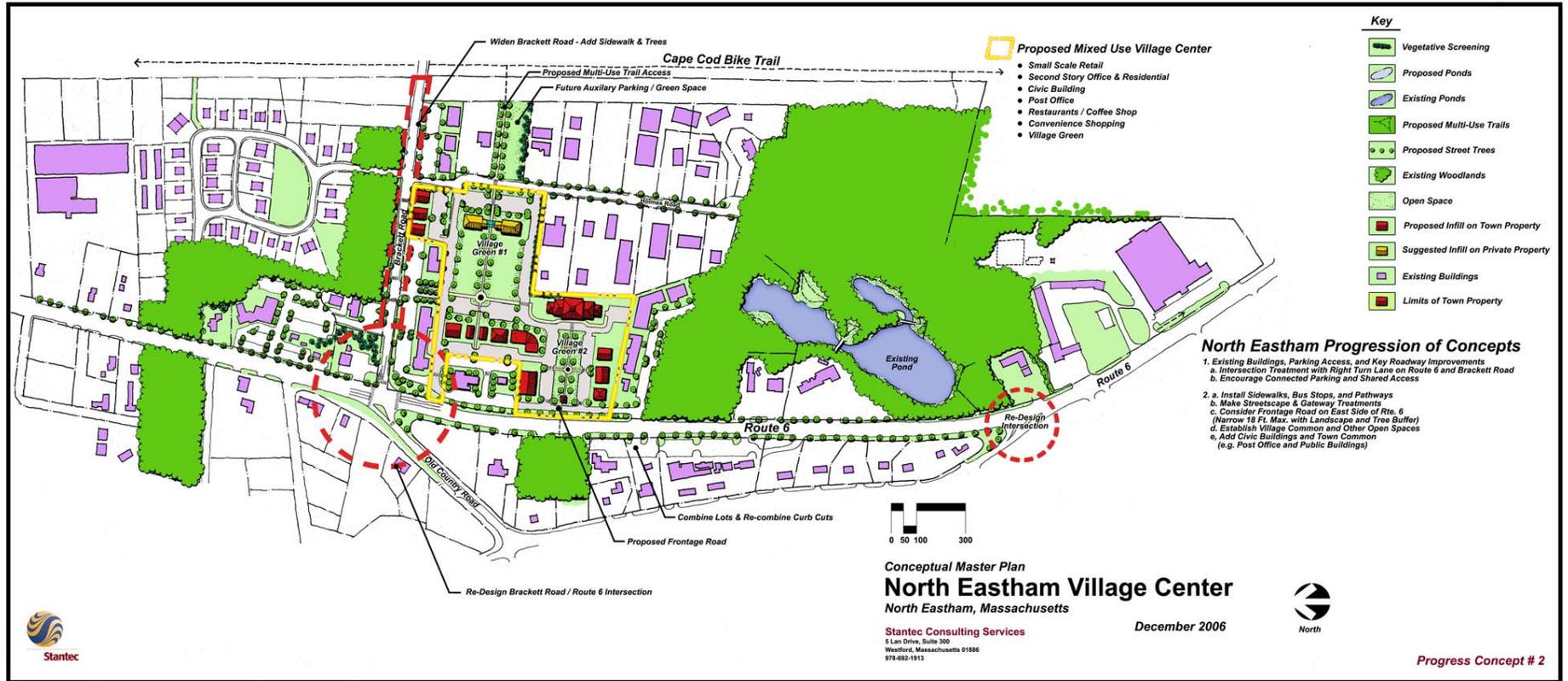
Stage I— Make improvements to existing buildings and infrastructure in the NEVC project area including:

- Upgrade Brackett Road with widened travel lanes, a left turn lane onto Route 6, a new sidewalk on the south side and bike path on the north side connecting to the Cape Cod Bike Trail, and streetscape improvements.
- Upgrade Route 6 with a right turn lane onto Brackett Road.
- Allow for and encourage connected and shared parking lots and consolidated curb cuts.

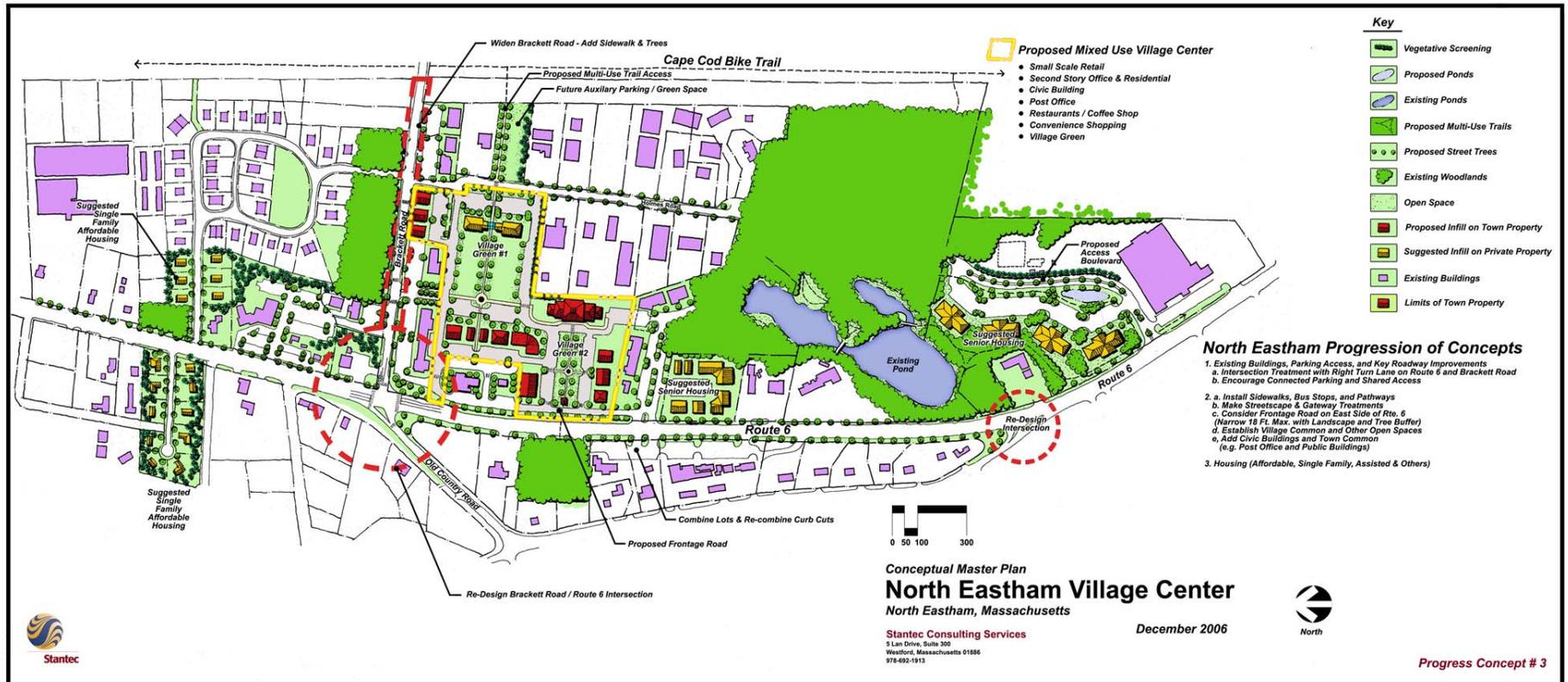
Progression Concept Drawing 1



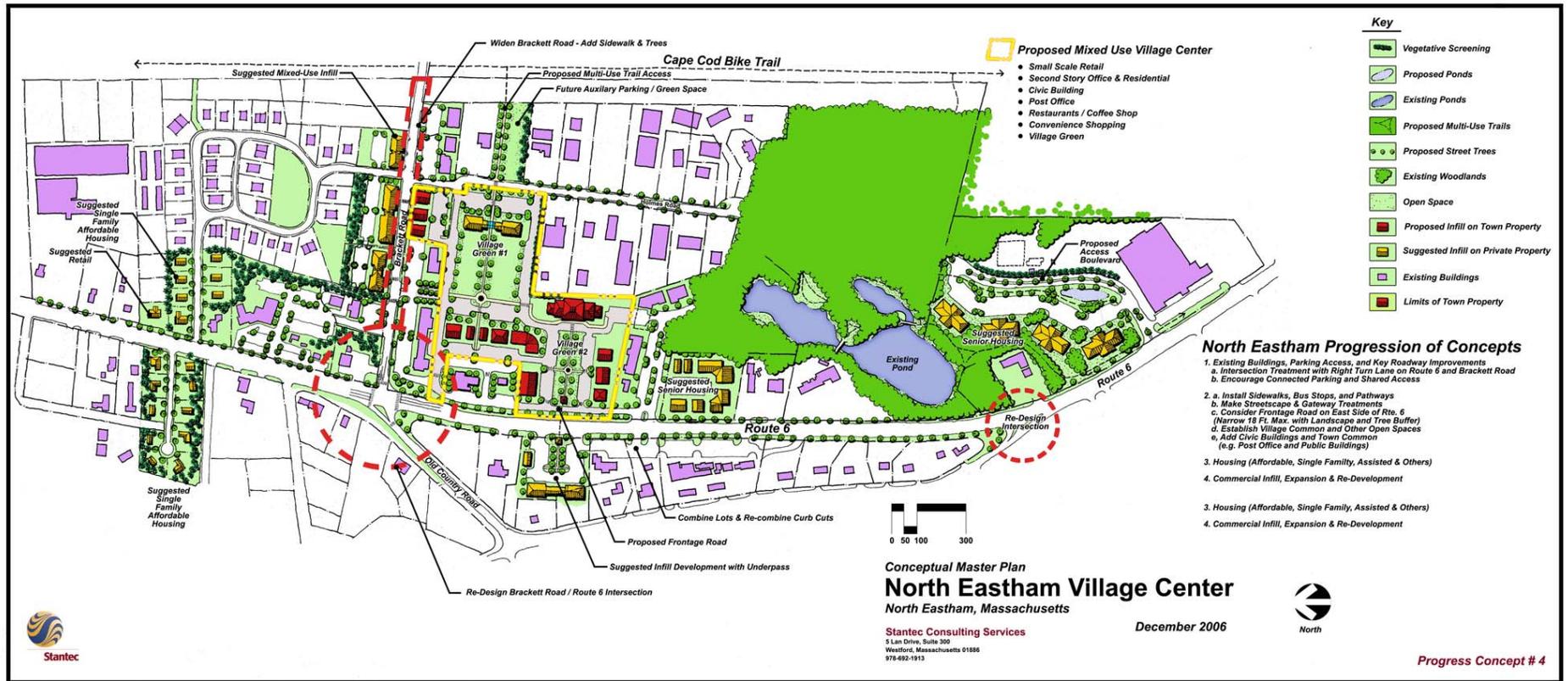
Progression Concept Drawing 2



Progression Concept Drawing 3



Progression Concept Drawing 4



Progression Concept Drawing 5



Stage II – Provide the civic framework and streetscape improvements to establish the Village Center on the town-owned Purcell parcel through the following steps:

- Upgrade streetscape on Route 6 with new sidewalk on the east side, new street trees, ornamental lighting, and possibly burying or relocating overhead utility poles.
- Define space for a new civic structure.
- Define space for the relocation of the North Eastham Post Office.
- Organize the North Eastham Village Common and open spaces around these civic buildings.
- Provide for sidewalk, trails, and roadway connections from civic buildings and spaces to surrounding areas such as Route 6, Brackett Road, and the vernal pond to the south.
- Install gateway treatments on the north and south entrances to the project area along Route 6 and at the Cape Cod Bike Trail on Brackett Road.
- Install bus stops where appropriate.
- Extend trails and spurs connecting the Cape Cod Bike Trail to surrounding neighborhoods and commercial areas along Brackett, Route 6, and Holmes Road.
- Establish a small frontage road on the east side and parallel to Route 6. This road should be narrow (18 feet wide) and separated and screened by trees from the highway. It should connect the Village Green Shopping Center to the Main Street Mercantile, and possibly extend further south in future phases.

Stage III – Facilitate new infill and neighborhood residential development on the Purcell parcel and surrounding areas. New housing should include a mix of affordable and market-rate rental and ownership homes and provide housing opportunities for a broad range of age groups.

Stage IV – Facilitate new commercial and mixed-use infill development, redevelopment, and renovation of existing buildings on the Purcell parcel as in the surrounding area. New development should primarily serve the community, such as medical and professional offices, specific types of retail stores, and year-round food and entertainment. Commercial and mixed-use development should be designed with traditional village patterns and style and be connected through a series of roads, parking areas, sidewalks, trails, and formal streetscape improvements.

Stage V – Establish a new business park through new development and redevelopment on Holmes Road and the McGregor property. In addition,

- Holmes Road should be considered for acceptance as a town road and upgraded with roadway reconstruction, drainage improvements, curbing, sidewalks, and street trees.
- Existing buildings should improve appearance of site and access to the roadway.
- New developments should set a higher standard for design and site planning.
- A connection should be made between the Cape Cod Bike Trail, Holmes Road, and the new Town Common.
- A new business park should extend onto the McGregor property from Holmes Road to the south. This park can provide new opportunities for local

businesses, particularly trades and craftsmen, as well as light manufacturers and entrepreneurs.

- The upgraded Holmes Road should be extended to the south and intersect with Route 6. This will help disperse local traffic, particularly trucks, away from the Route 6 and Brackett Road intersection.
- The town should work with the owners of the McGregor property to site a package sewer treatment plant that would serve the North Eastham Village Center district.

4.4 Public Improvement Projects

Public improvement projects in the NEVC are predominately confined to those areas within the rights-of-way owned or controlled by the municipality or state. These improvements will benefit the general public, creating barrier-free, pedestrian-friendly access to public spaces and the Village Center core area. Public improvements are intended to create a positive environment for private investment. The following series of public improvements focus on improving access to and awareness of the Village Center and the goods and services provided within.

Traffic and Circulation Improvements

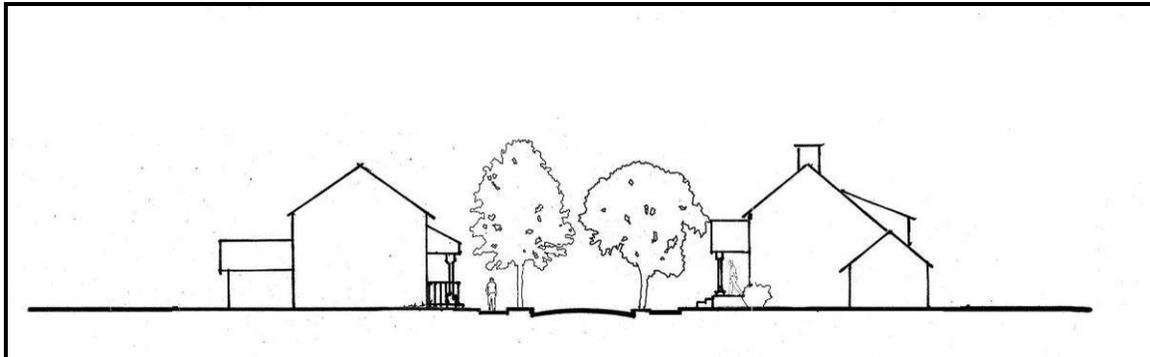
The concept plan illustrates a network of new roadways, internal connectors, and consolidated curb cuts throughout the NEVC project area. The purpose of these roadway improvements is to ensure that vehicles are well distributed, reduce the congestion at the Route 6 and Brackett Road intersection, and enhance pedestrian and bicycle safety throughout the Village Center. Some of the key circulation enhancements planned for the district include:

Route 6 and Brackett Road Intersection – The concept plan illustrates variation in materials to calm the traffic and improve pedestrian safety at the intersection. In the short term, this intersection should be carefully evaluated for proper signal timing as traffic builds up, particularly on the Brackett Road legs during peak season. In the mid term, extension of the left and right turn lanes on Route 6 and a new left turn lane on Brackett Road should be installed. As an alternative, a two-lane roundabout should be considered at the intersection, which would facilitate slow and steady travel speeds (traffic calming) as vehicles approach the intersection. A roundabout would also provide efficient non-peak-hour levels of service as well as an attractive gateway treatment to the Village Center.

Route 6 Frontage Road – A new access road from the Village Green Shopping Center to the Main Street Mercantile on the east side of Route 6 would connect the proposed town common and mixed-use area of the core area. This roadway will also serve as access to existing properties along the east side of Route 6 and allow for the reduction in curb cuts. This internal roadway network reduces the number of vehicles approaching the intersection from the south.

Holmes Road Upgrade and Extension – This new roadway would provide an internal connection between Brackett Road and Route 6 to the east of the intersection and serve existing and proposed development in the areas. It will provide an opportunity to distribute local travelers on Route 6 heading east and Brackett Road heading south to avoid the intersection. It will also provide a superior alternative to using Old Orchard Road as a short cut as many people do today.

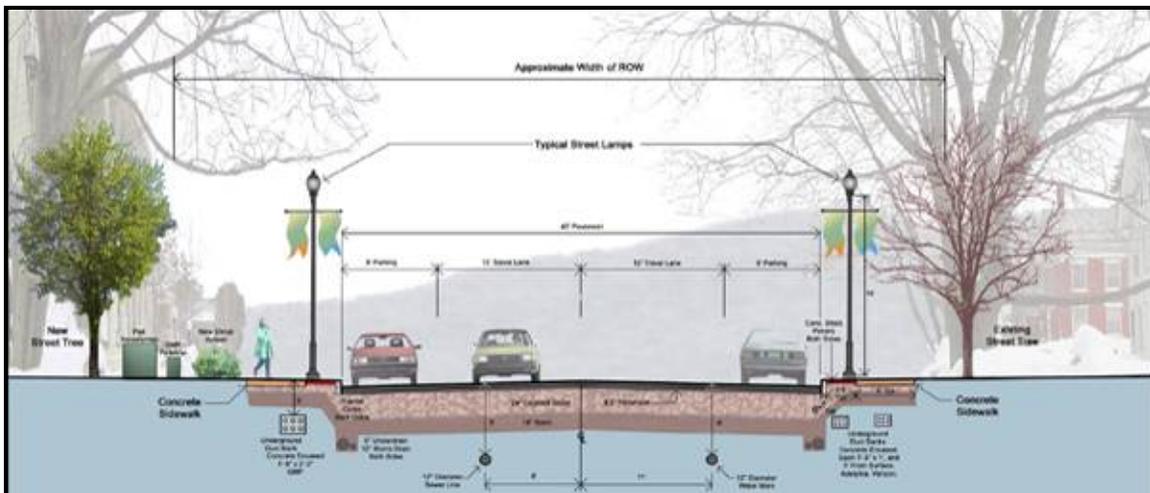
Brackett Landing Access to Route 6 – The internal roadway network on the concept plan (as well as the development site plan) shows access to Route 6 from this new residential development north of the intersection with Brackett Road. This would allow residents heading south on Route 6 and turning east on Brackett Road to avoid having to make a left-hand turn at the intersection.



Typical Traditional Village Neighborhood Street Cross Section

Parking Improvements

The concept plan illustrates well distributed and connected public and private parking areas throughout the NEVC project area. Several private parking lots are shown to be reorganized providing better access, safety, and aesthetic appeal. The concept plan also shows new on-street parking on the primary streets in the core area where a new North Eastham Village Common is proposed. This parking would provide convenient spaces to shoppers as well as users of the civic buildings and open spaces. Throughout the concept plan, **new private parking lots** are distributed to the side and behind new residential and commercial buildings. Connections between parking lots (both public and private) are also shown, where possible, to improve internal circulation and maximize parking opportunities. This practice is in keeping with traditional Village Center development patterns.



Typical Town Center Main Street Cross Section

Photo Renderings Of Route 6 And Brackett Road Intersection Enhancements



Existing Conditions



New Pitched Roof on the Valero Gas Pumps



New Street Trees, Sidewalk and Infill Building on Southeast Corner

Photo Renderings Of Proposed NEVC Common And Surrounding Buildings



Civic Building at End of Common



Civic Buildings, Mixed Use Buildings, and Signage on Common

Photo Renderings of Proposed NEVC Common and Surrounding Buildings



New Civic Building at the End of the Common

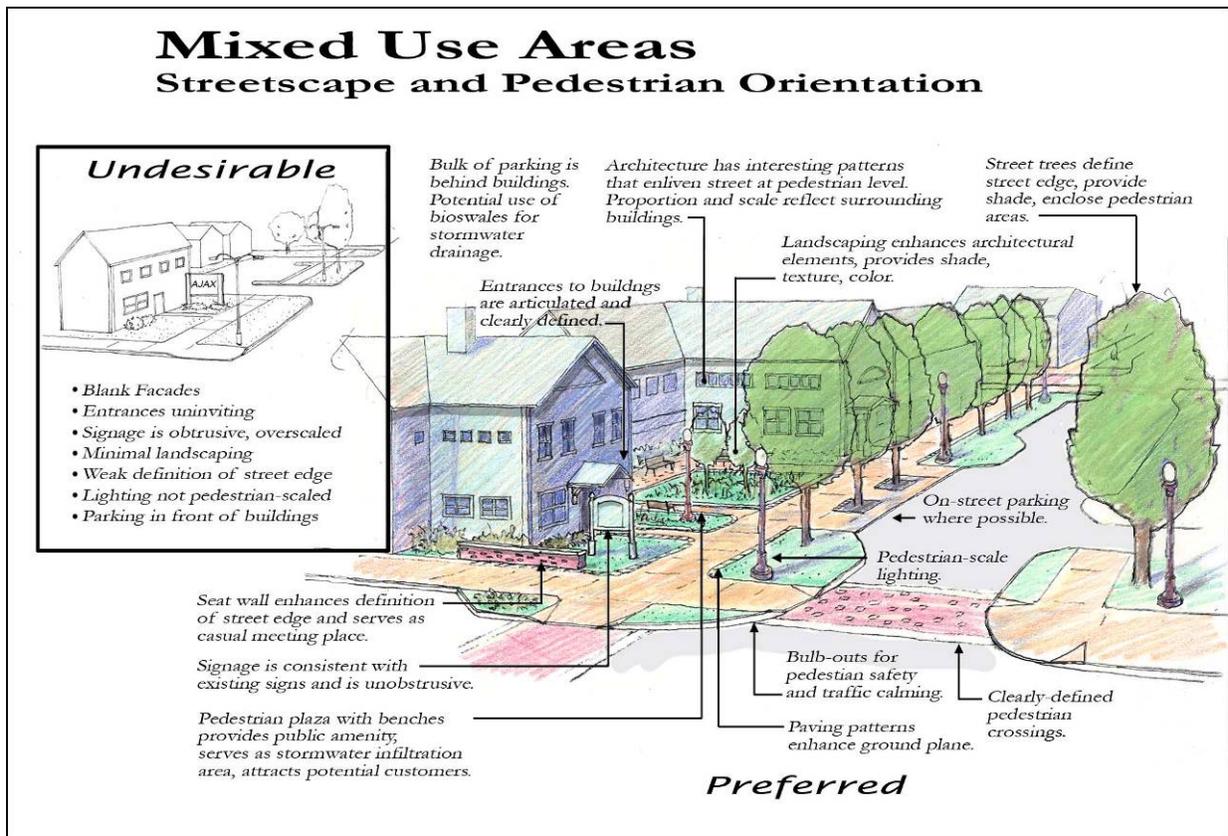


New Civic Buildings, Mixed Use and House Buildings around the Common

Streetscape Enhancements

Streetscape improvements are planned for Route 6, Brackett Road, and new streets in the NEVC project area. Streetscape improvements should be designed to improve crosswalk visibility and aesthetic value, provide barrier-free access, calm traffic, and accommodate alternative transportation such as bicycles and public transit. Elements should include uniform pedestrian-level ornamental lighting, new sidewalks where needed, new street trees, benches, trash receptacles, planters, and signage. Streetscape improvements should also enhance access to parking lots, residential areas, and other points of public interest.

Example of Village Center Streetscape Treatment

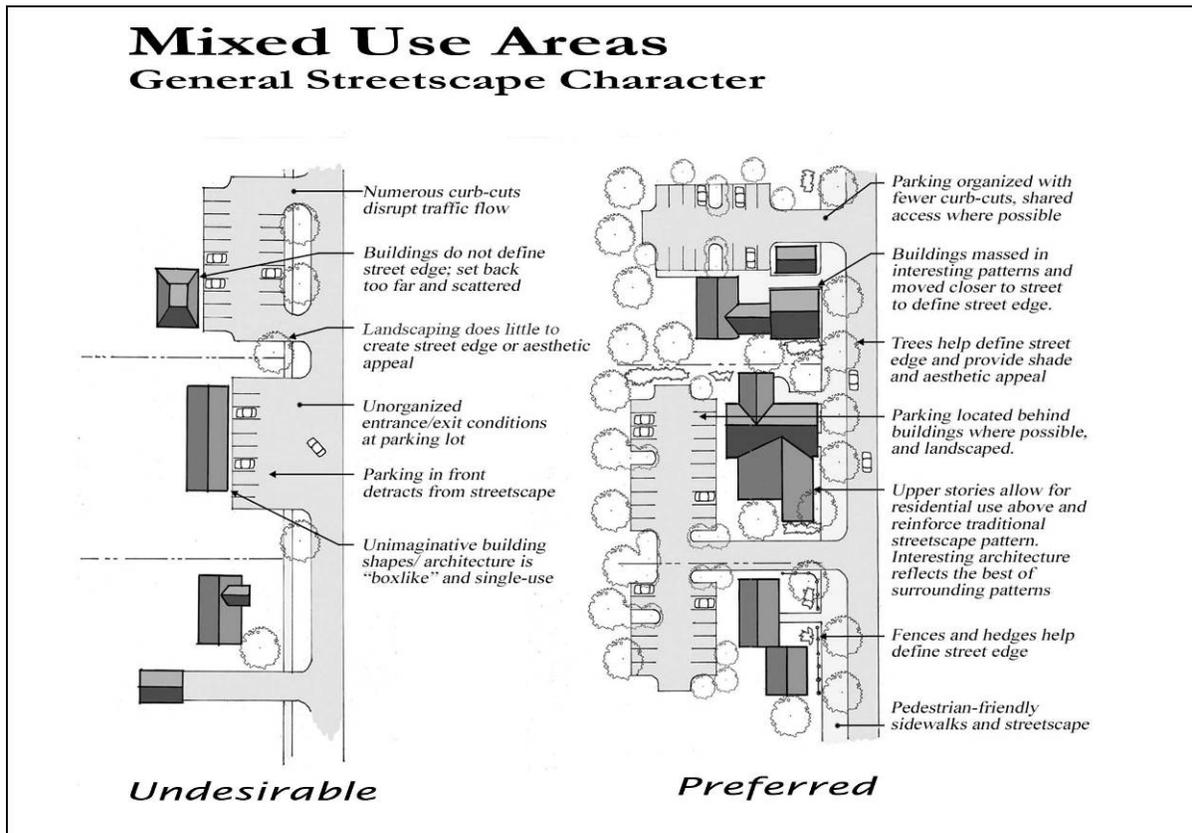


The NEVC Concept Plan identifies key streetscape improvements at the following locations:

Route 6 Corridor – Between the intersections of Massasoit Road on the south end and Willy’s Gym on the north end. Improvements would include formal tree plantings, sidewalks on the east sides, ornamental street lighting, and improved crosswalks. These improvements would span approximately 4,000 linear feet of roadway.

Brackett Road – Between Route 6 and the Cape Cod Bike Trail. Improvements would include selective tree thinning, sidewalk/bike trail on both sides, ornamental street lighting, and street tree plantings. These improvements would span approximately 1,200 linear feet of roadway.

Examples of Route 6 and Brackett Road Streetscape Improvements



Routes 6 and Brackett Road Intersection Area – As with the rest of the corridors, improvements would include selective tree thinning, sidewalks on both sides of the street, ornamental lighting, and street tree plantings. Additionally, boulevard treatments (center islands) should be installed along both corridors to create a more attractive entrance into the NEVC core area as well as to serve as a traffic-calming device and improve pedestrian safety at the crosswalks. The boulevard treatment would extend away from the signal along Route 6 approximately 200 linear feet in each direction (north and south).

New Residential Streets in the Project Area – New streets developed as part of public or private development plans should also follow traditional design standards including streetscape improvements. Currently, the subdivision regulations provide design standards for all new public streets. However, these may be adjusted to specifically address new residential streets in small neighborhoods within the proposed Village Center. Examples of potential Village Center street cross sections are illustrated below.

Examples of Traditional Village Neighborhood Streetscapes



Village Center “Gateway” Improvement Projects

Attractive entrances or “gateways” into the Village Center are critical to making a good impression on residents, visitors, and potential customers. Tree-planting programs, street banners, and decorative welcome signs and features should be installed to enhance aesthetic value at the entrances to the NEVC core area. The gateway improvements as well as a wayfinding system should highlight North Eastham as a local center for “living, working, and playing.” The gateway locations and potential improvements on the concept plan are identified as follows:

South Gateway – On Route 6 at Old Orchard Road, install a welcome sign and monument in a landscaped bed on the east side of the highway.

North Gateway – On Route 6 at Willy’s Gym, install a welcome sign and monument in a landscaped bed on the west side of the highway.

East Gateway – On Brackett Road at the Cape Cod Bike Trail, install a welcome sign and monument in a landscaped bed on the north side of Brackett Road.

Central Gateway – At the Route 6 and Brackett Road intersection, install a welcome sign and monument in a landscaped bed on the southwest corner of the intersection. An additional gateway treatment might include an archway over Brackett Road on the east side of the intersection.

Example of Village Center Gateway Treatment



“Wayfinding” System – Attractive directional signage should be installed to guide visitors and potential customers to public points of interest throughout the Village Center. Business directory maps should be installed in attractive cases and in informational kiosks at strategic locations for customers and visitors to easily identify. The wayfinding system should be implemented in concert with traffic calming and crosswalk improvements at key intersections along Route 6 and Brackett Road in the Village Center project area.

Recreational Trails

Alternative transportation corridors, such as bicycle and walking trails, can reduce parking demand and traffic in the proposed NEVC. The concept plan illustrates several new sidewalks for pedestrians on existing and potential future public roadways within the Village Center. Bicycle traffic can be accommodated with new bike lanes on major roadways such as Route 6, Brackett Road, and the extended Holmes Road, as well as along the shoulders of minor roads and recreational trails. New trails are illustrated on the concept plan between the Cape Cod Bike Trail, new Village Common, and the vernal pond.

These “linear parks” should be well defined with signage and pavement markings at roadway crossings. They should also be coordinated with other existing and proposed neighborhood trail systems, and connect with other existing or planned public places (e.g., recreation centers, schools, cemeteries, and parks) in the community.

Utilities

Overhead Lines – Existing overhead utilities, particularly along Routes 6 and Brackett Road in the NEVC core area should be buried to improve the aesthetic quality of the two primary arterial streets in the district. However, this would be a very expensive undertaking and probably not possible without the assistance of various state and local funding sources. All new developments in the NEVC should be required to install utility lines underground.

Public Water System – Communal or small public water supply systems are strongly encouraged in the NEVC project area. They are a critical step in reaching the mixed uses and moderate density needed to create a traditional Village Center. Higher-density mixed-use and residential development should be required to install communal water systems.

Public Sewage System – A communal system or small package treatment plant is also critical to reaching the desired mixed-use and traditional design objectives of the Village Center. As with water supply, communal septic systems should be required for higher-density development in the district. (Estimated flows and potential locations of a treatment plant are identified in Section 2 of this report). In the long term, a package treatment plant should be strongly considered by the town to service the entire district. One possibility would be to upgrade and expand the system at the Four Points Sheraton. A new treatment plant and distribution system could be funded through a special services district and/or tax increment financing district.

4.5 The Role of Private Development

Private development is an integral part of the NEVC Concept Plan and provides the needed framework to advance the following goals:

- Further develop the Village Center as a mixed-use district.
- Develop housing types for various income and age groups.
- Rehabilitate important structures and buildings (some of which are historic).
- Provide an appropriate vertical mix of uses, such as retail and restaurants on the first floor and office and residential uses above.
- Provide opportunities for new business development that support local entrepreneurship and create high-quality and high-paying jobs.
- Provide specific commercial operations desired by the community.

Rehabilitation of Existing Buildings

The rehabilitation and reuse of existing buildings is key to the Village Center Concept Plan. None of the existing buildings in the district is removed in the concept plan, but several are expanded or rehabilitated for existing or new uses. Reconfigured parking, access, and landscaping is also shown on these properties in the concept plan. Detailed rehabilitation strategies for existing properties in the Village Center are described in *Section 3: Current Land Use Issues and Opportunities*.

New Infill Development and Redevelopment

A series of **small to medium-sized mixed-use buildings** (2,000 to 8,000 square feet) are illustrated on private lots in the concept plan. These buildings are envisioned to be 1½ to 2½ stories. Many of them would include a mix of commercial uses on the ground floor and residential and office uses on the upper floors. The concept plan illustrates a traditional layout with the buildings located at or near the front property line and **parking located to the side and rear**. Architectural designs and patterns should follow the traditional styles and materials used in the region. Much of the infill development would occur along Route 6 and Brackett Road, including the rear portions of properties that would face the new Village Common.

The Village Center Concept Plan includes a series of small **village neighborhoods**. These vary in style such as townhouse or apartment type buildings, mixed-use buildings, senior housing complexes, duplexes, and single-family homes with in-law apartments. These neighborhoods are intended to provide senior as well as moderate-income housing opportunities for local residents. They would use traditional architecture and layouts with each building set at 20 to 30 feet from the roadway and garages off-set to the side or behind the residence. The roads would be narrow (18 to 20 feet), tree-lined, and with a sidewalk on the residential side.

A **new business park** is proposed on Holmes Road which extends south to Route 6 near the Four Points Sheraton. This park would utilize open lands on these properties and include access from Brackett Road and Route 6. The concept plan illustrates a series of small to moderate-sized buildings (4,000 to 8,000 square feet) that would be used for light industrial and trades. The business park would primarily serve as a business incubator for local entrepreneurs and clean industries that want to be located in Eastham and will add to the tax base and create employment opportunities for local residents. The park would be well screened from Route 6 by the existing trees and the vernal pond on the east side of the highway.

4.6 Impacts of Potential Development

Community Character

As described above, the NEVC Concept Plan encourages a combination of existing building enhancements, reuse and expansions, infill development, and new development of open lands. Specifically, this includes a mix of commercial, residential, light industrial, civic, and open spaces. A summary of the existing and future development included on the concept plan is compared to the generally accepted design characteristics for rural village centers in the table below.

General Design Characteristics for Rural Village Centers vs. NEVC

Characteristic	Guideline*	NEVC Concept Plan**
Gross land area	100 to 500 acres	244 acres (private property in NEVC Project Area)
Dwelling units (DU)	100 to 600 DU	Estimated 1,230 D.U. in NEVC Project Area; Estimated 4,702 Households within 5 miles; Potential for 42 to 452 New D.U. in NEVC Project Area
Net DU/acre	1.0 to 8.0 (or 5,445 to 43,560 s.f./DU)	1.3 in NEVC Project Area
Population	200 to 1,800 residents	Estimated 2,583 in NEVC Project Area; Estimated 9,997 within 5 miles; Project 172 - 949 Additional residents in Core Area and C/I
Jobs: housing ratio	0.75:1.0 to 1.75:1.0	0.75 jobs per D.U. in Primary Trade Area
Percentage of overall open space	45% to 70% district-wide	Approximately 50% Overall
Percentage of public open space	3% to 8% district-wide	Approximately 15% in NEVC Core and CI Area
Local retail space	26 to 52 s.f./DU	Approximately 25 S.F. per D.U.
Town common or green space	200 s.f./DU minimum	Approximately 290 S.F. per D.U.
Water treatment	Community or public wells	Community water system proposed
Sewage	Community or public wastewater TP	Package sewage treatment plant proposed

* From *Visions for a New American Dream*, Anton Clarence Nelessen, 1993.

** Estimates are based on development only with the NEVC Concept Plan and not including the entire primary trade area

The proposed NEVC Concept Plan was designed based on the general characteristics of traditional downtowns and village centers found throughout New England. Unlike many other small New England communities, however, Eastham is creating a new village center rather than revitalizing an existing downtown, which is usually the case. This scenario puts Eastham in a somewhat difficult position given that a large amount of the property in the designated NEVC Core Area is privately owned, several regulatory changes need to be made to facilitate the development of a traditional higher density and mixed-use district, and there is very limited infrastructure currently available in the district to support development (i.e., there are no public water or sewer systems, limited roadways and sidewalks, or uniform streetscape improvements).

The limited infrastructure and resources of the town pose a challenge to creating a village center in North Eastham. On the other hand, there is a significant amount of developable land in the district, a generally supportive public, and various funding sources and financing techniques that have proven to be successful in other New England communities striving to improve their downtowns.

Eastham's primary goal in creating this plan is to enhance the community's quality of life by making the Village Center a vibrant economic, social, recreational, and cultural center and gathering place for the community.

Potential Tax Impact

In addition to the social and aesthetic objectives above, the potential economic impacts of the NEVC could be significant in terms of expanding and diversifying the local tax base. In Fiscal Year 2006, the Town Assessors records indicated that properties in the NEVC Core Area and Commercial/Industrial Area generate approximately \$30.4 and \$8.5 million, respectively, in taxable property value. In total, the NEVC Project Area (not including the surrounding neighborhoods) included approximately \$81.6 million in taxable property values in FY06.

Based on the evaluation of existing conditions, market assessment, and development opportunities in Sections 2 and 3, the proposed NEVC can support growth in residential, commercial, industrial, and civic uses and development. The table below identifies this potential development by category and square feet.

NEVC Core Area & CI Existing and Potential Development Tax Value*						
Development Type	Ave. Existing Tax Value Per S.F. or Unit	Potential Development Range	Potential New Development	Potential Impact Fees	Potential Assessed Value	Potential Tax Revenue**
Residential Units	\$415,000 per unit***	Existing	29	NA	NA	NA
		Potential Low	82		\$ 34,030,000	\$156,878
		Potential High	532		\$220,780,000	\$1,017,796
Commercial S.F.	\$95	Existing	189,841	NA	NA	NA
		Potential Low	48,000		\$4,560,000	\$21,022
		Potential High	249,000		\$23,655,000	\$109,050
Industrial S.F.	\$42	Existing	73,651	NA	NA	NA
		Potential Low	35,000		\$1,470,000	\$6,777
		Potential High	110,000		\$4,620,000	\$21,298
Institutional S.F.	NA	Existing	0	NA	NA	NA
		Potential Low	-	NA	NA	NA
		Potential High	26,000	NA	NA	NA

*Based of property information from Eastham Assessor Office in September 2006 and FY06 property values

** Based on FY07 Tax Rate of \$4.61 per \$1,000 in assessed value

*** Based On The Warren Group Median Sales Price for S.F. and Condominiums in 2006

Using an average square foot value by category (based on assessors records), and the town tax rate in FY07 of \$4.61 (\$4.61/\$1,000 in assessed value), the property value increases range between \$4.5 and \$23.6 million for commercial development, and between \$1.5 and \$4.6 million for industrial properties. Assuming that the Low Potential Development (in square feet) is completed over the next five years for residential, commercial and light industrial properties, the amount of new tax revenue that would be generated would be approximately \$184,667. (See Appendix C for more detailed information regarding property development potential).

Additional property taxes can be used as a source to financing key infrastructure needed in the NEVC. This can be formally done by the establishment of District Increment Financing (DIF) that captures the additional tax revenues generated by development in designated areas and uses them to finance necessary public infrastructure improvements such as roads and intersections, parking, public water and sewer, streetscape improvements, and other capital programs. The DIF program is a relatively

new program in Massachusetts but has proven to be very successful around the country in revitalizing villages, town centers, and downtowns.

4.7 Recommendations Going Forward

Create a Village Center Overlay District

The NEVC Project Area (including the five sub-areas) is too large to support a traditional village center for a town the size of Eastham. To facilitate the establishment and development of a new Village Center as desired by the community, it is recommended that a Village Center Overlay District (VCOD) be created in a portion of the project area identified as the core area and Commercial/Industrial District in this report. These areas combined have the greatest potential to serve as the civic and commercial center of North Eastham. The VCOD should facilitate traditionally-designed, moderate-density, mixed-use development as illustrated on the NEVC Concept Plan.

Create a Traditional Neighborhood Development Bylaw (TND)

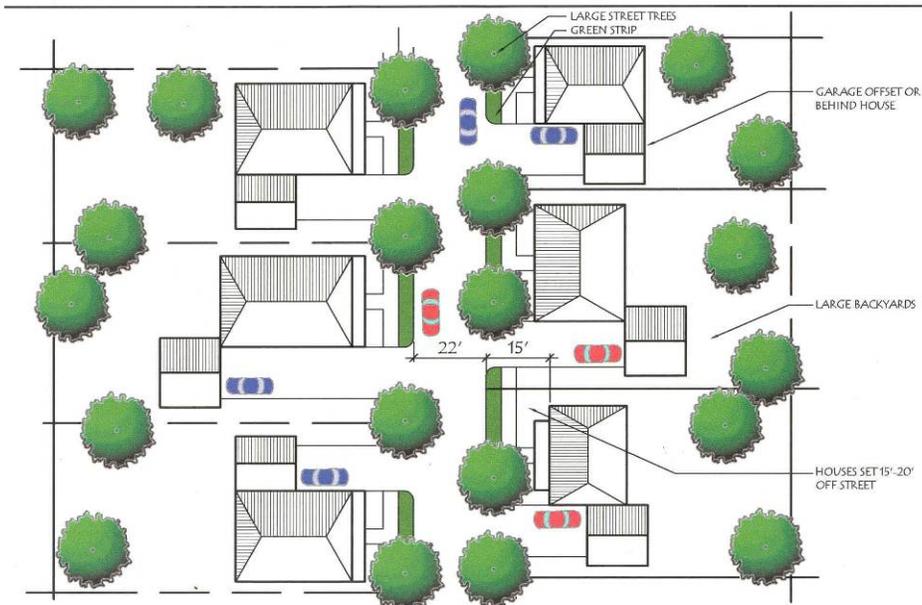
Traditional neighborhood design (TND) is a development approach that reflects historic settlement patterns and town planning concepts such as narrow and interconnected streets, reduced front and side setbacks, and an orientation of streets and neighborhoods around a pedestrian-oriented "town center." Traditional neighborhood development (TND) bylaws set standards and procedures for traditional neighborhood and mixed-use projects.

The TND bylaw for the NEVC Project Area would be similar to the conservation subdivision bylaw for a typical planned unit development district (PUD) in that it provides an alternative to conventional residential subdivisions and highway-oriented commercial development through a series of design and performance standards that facilitate high-quality design and mixed uses.

The key to the TND bylaw is the set of principles and objectives that guide the content of the regulations. These principles will be a factor in determining local preference and should be used to assess proposed TND projects. The principles and performance standards should address the following areas:

- **Sustainability** – The principles of smart growth and TND are based on a sustainable development plan that includes environmental, land use, and market support for the long-term viability of the plan.
- **Compact Development** – For the land uses and infrastructure to effectively interact with each other and the people who frequent the TND area, the project must have moderate density and at the same time, a scale that makes a pedestrian feel comfortable.
- **Mix of Uses** – The typical mix of uses creates business and residential spaces, but it is also important to fully integrate civic uses and open spaces.
- **Accessibility and Transportation** – Within the project, easy pedestrian movement is very important, but the project must also be connected to adjoining areas by accommodations for public transit and safe road systems.
- **Cultural and Environmental Context** – A TND should distinguish the Village Center from the rural countryside in Eastham by complementing and building on historical architecture and traditional development patterns planned for the NEVC.

Traditional Village Neighborhood Characteristics



TND projects can vary significantly depending on the size, density, and local context. If large tracts of open lands are available, projects can include major new construction. But smaller infill TND projects may be more appropriate in many instances, particularly in the NEVC Project Area.

Prepare Design Guidelines for All Development in the NEVC

Design guidelines would encourage (or even require) building and site design characteristics desired for new construction and the adaptive reuse, alteration, expansion, or modification of existing buildings in the NEVC Project Area. The overall objective is to foster a blend of the best of traditional and contemporary design. Design should represent the best match between the needs of human users, the architectural heritage and character of Eastham and the Cape, and the natural and rural attributes of the landscape.

Site plans should reflect a comprehensive proposal integrating building design, site layout, lighting, landscaping, parking, access, and off-site amenities such as streetscape designs selected for the NEVC. Screening of utilities and services should also be incorporated. Where architectural design is based upon a theme, site development schemes should relate to the theme and be consistent regarding materials, colors, and other design elements. Sensitivity to development demands, vehicular and pedestrian traffic patterns, and the needs of residents, merchants, visitors, owners, and tourists alike are other key considerations.

A general framework of North Eastham Village Center's design guidelines is described below:

Purpose – The purpose of design review guidelines is to preserve and enhance the town's cultural, economic, and historical resources by providing for a detailed review of changes in land use, the appearance of structures, and the appearance of sites which may affect these resources. The review process is intended to:

- Enhance the social and economic viability of the town by preserving property values and promoting the attractiveness of the town as a place to live, visit, and shop;
- Encourage the conservation of buildings and groups of buildings that have aesthetic or historic significance;
- Prevent alterations that are incompatible with the existing environment or that are of inferior quality or appearance; and
- Encourage flexibility and variety in future development.

Review Process – A Design Review Board should be established to review applications and make recommendations to the appropriate permit-granting authority concerning the conformance of a proposed development to a given set of design review standards. Reviewable actions should include significant alteration, expansion, and new development and signage for all development except for single-family homes and duplexes.

Design Review Principles – Design review principles are intended to guide an applicant in the development of site and building design and the Design Review Board in its review of proposed actions. These principles and standards should not be inflexible requirements or intended to discourage creativity, invention, or innovation. The Design Review Board should specifically be precluded from mandating any official, aesthetic style for Eastham or for imposing the style of any particular historical period.

The town should consider the following general principles when reviewing projects:

- Stylistic features distinctive to the architecture of a specific building, structure, or landscape, or examples of skilled craft which characterize a building,

structure, or site, should be conserved or preserved where feasible and appropriate and may be considered for use as the basis for design of additions. Their removal or alteration should be avoided whenever possible.

- Contemporary design for new structures or sites, alterations, or additions to existing properties should not be discouraged when such new development does not destroy significant historical, architectural, or cultural material, and when such design is compatible with the design character of the surrounding environment.
- The design of alterations and additions should, where reasonable and appropriate, strive to improve the quality, appearance, and usability of existing buildings, structures, and sites.

Design Review Standards – The town should consider the following standards in the course of design review of a proposed action:

- **Height** – The height of proposed alterations should be compatible with the style and character of the building, structure, or site being altered and that desired for the NEVC Project Area.
- **Proportions** – The proportions and relationships of height to width between windows, doors, signs, and other architectural elements should be compatible with the architectural style and character of the building or structure and that desired for the NEVC Project Area.
- **Relation of Structures and Spaces** – The relation of a structure to the open space between it and adjoining structures should be compatible with that desired for the NEVC Project Area.
- **Shape** – The shape of roofs, windows, doors, and other design elements should be compatible with the architectural style and character of a building or site, and that desired for the NEVC Project Area.
- **Landscape** – Proposed landscape development or alteration should be compatible with the character and appearance of the surrounding area. Landscape and streetscape elements, including topography, plantings, and paving patterns, should provide continuity and definition to the street, pedestrian areas, and that desired for the NEVC Project Area.
- **Scale** – The scale of a structure or landscape alteration should be compatible with its architectural or landscape design style and character and that desired for the NEVC Project Area. The scale of ground-level design elements such as building entryways, windows, porches, plazas, parks, pedestrian furniture, plantings, and other street and site elements should be determined by and directed toward the use, comprehension, and enjoyment of pedestrians.
- **Directional Expression** – Building facades and other architectural and landscape design elements should be compatible with those desired for the NEVC Project Area with regard to the dominant vertical or horizontal expression or direction related to use and historical or cultural character, as appropriate.
- **Architectural and Site Details** – Architectural and site details including signs, lighting, pedestrian furniture, planting, and paving, along with materials, colors, textures, and grade should be treated so as to be compatible with the original architectural and landscape design style of the structure or site and to preserve and enhance the character desired for the NEVC Project Area.
- **Signs** – The design of signs should reflect the scale and character of the structure or site. Signs should simply and clearly identify individual establishments, buildings, locations, and uses, while remaining subordinate to the architecture and larger streetscape. The choice of materials, color,

size, method of illumination, and character of symbolic representation on signs should be compatible with the architectural or landscape design style of the structure or site, and those of other model signs in the NEVC Project Area.

Make Traffic Circulation Improvements

While Route 6 is the major arterial highway and the state has made various improvements to the corridor over the last several years, there are a number of smaller measures that can be taken by the town to improve site access, limit or reconfigure curb cuts, and improve intersections with poor safety or level of service (LOS) records that can and should be accomplished without significant changes to the highway's cross section. (This applies to Brackett Road as well.) Traffic patterns and circulation characteristics of successful village centers include the following elements:

- Good access and visibility for retail uses;
- Effective traffic calming applications;
- Effective and attractive directional signage;
- Integrated bikes, pedestrians, and public transit; and
- Adequate loading and delivery zones

In order to improve the efficiency, capacity, safety, aesthetics, and economic opportunities in the Village Center and along Route 6 and Brackett Road, the following immediate steps should be taken by the town:

Coordination Between Properties – Beyond the state's right of way, several other improvements could be made. There may be adjoining properties located on the corridor where internal connections can be made. This would accomplish shared parking and access resulting in fewer trips, turning movements, and curbcuts on Route 6 and Brackett Road.

Aesthetic Impact Management – A Route 6 Overlay District should be considered as necessary to meet the following land use objectives:

- Establish an area of jurisdiction from the edge of the right of way with a minimum natural buffer abutting both sides in which limited tree or undergrowth clearing would be permitted.
- Establish limits on impervious surfaces.
- Control outdoor lighting and provide for attractive commercial signs.
- Adopt strict curb cut standards for streets intersecting with the corridor.
- Establish a design review process to address the following issues: advertising, outdoor lighting, intersection design, "adopt a highway" program for litter, natural noise attenuation, and tree plantings where necessary to screen off development

Frontage Roads – In the public visioning process, participants preferred to see limited access to the corridor by controlled and coordinated curb cuts to the extent possible. There are several undeveloped and potential redevelopment parcels along the corridor that will need access onto Route 6. Future development on these parcels should be reviewed carefully and encouraged to share access with adjacent properties and possibly through frontage road connections to existing local roads as the opportunity presents itself.

Continue to Communicate with Stakeholders – The Town of Eastham should continue to work with local residents, the business community, and other interested groups in preparing traffic and access management plans for the Route 6 corridor and Brackett Road.

Work Closely with Local Organizations to Ensure Civic Spaces and Uses are Part of the Village Center

During the public visioning process meetings were held with the Library Planning Committee. The committee is in the process of hiring a planner and architect to prepare a feasibility study to consider either renovating and adding to the present library or building a new one. It was suggested that the NEVC would be a good location for a new public library.

The committee has determined that a new library should be approximately 16,000 square feet on one floor with a meeting room that can accommodate 135 persons. The committee also anticipates that the new library will be a civic asset to the NEVC and it is included on the concept plan. Other potential civic uses that should be considered are a new recreation center, community center, and senior center. An additional building is shown on the concept plan that could accommodate one or more of these uses. The town should work closely with local organizations to determine if these and possibly other civic uses are feasible and should be located in the Village Center.

Consider Key Land Acquisitions

Based on the public visioning process and meetings with the Critical Planning Committee, there may be additional properties surrounding the Purcell parcel that the town should consider acquiring as targeted redevelopment sites or vacant parcels that would expand the Village Center. Targeted properties would be adjacent to the Purcell property along Holmes Road, Brackett Road, Route 6, and south of the NEVC. While these acquisitions are not critical to the implementation of the Village Center, selected acquisitions could result in better connections to the Cape Cod Bike Trail, local businesses, residences, and expanded mixed uses along adjacent roadways that would enhance the overall Village Center plan.