

TOWN OF EASTHAM

# North Eastham Village Center

*Master Plan*



T-Time | Town Center Plaza | Council on Aging

MARCH 2023



*The project team would like to thank the **T-Time Development Committee** for their thorough work over the past four years to develop recommendations for the project sites. Their extensive public outreach provided the necessary ground work and basis for design.*

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## **TOWN OF EASTHAM**

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CONTENTS

5 Introduction

23 T-Time Property

41 Town Center Plaza Property

57 Council on Aging Property

71 Comprehensive District Plan

75 Other Considerations

107 Next Steps

111 Appendix



## SECTION 1

# Introduction

- 7 Project Overview
- 10 Project Team
- 12 Process and Schedule
- 19 Program Elements
- 20 Related Town Efforts



## Introduction

In November 2021, the Town of Eastham put out a Request for Proposal (RFP) to engage the services of a team of professionals with blended expertise in the areas of architecture, landscape architecture, wastewater engineering, real estate development, and community engagement to help create a Master Site Development Plan (MSDP) for three town-owned parcels:

- **T-Time Property:** This 10.86 acre parcel at 4790 State Highway/Route 6 was purchased by the Town in 2019. In its current state, it is an open grassed parcel, formerly used as a driving range.
- **Town Center Plaza:** The purchase of this 3.54 acre parcel at 4550 State Highway/Route 6 was approved by Town voters in 2021 and finalized in early 2022. The parcel houses a commercial strip development and two smaller commercial buildings.
- **Council on Aging:** These 1.99 acre parcels at 1405 Nauset Rd and 0 Martha Street are comprised of the Town's Council on Aging/Senior Center and adjacent paved parking for the facility.

In January 2022, the Town selected a team led by Union Studio Architecture and Community Design to help develop said plan in order to make significant progress toward creating a walkable, mixed-use village center in North Eastham, while ensuring that all three properties collectively made sense and strategically met key goals of the project:

- Provide housing opportunities for all income levels, including affordable, workforce, and attainable housing.
- Enhance economic opportunities, and make the business district easier to access and more attractive.
- Establish or coordinate wastewater infrastructure to support uses at each site, with options for compatibility with, or integration into, a possible future sewer system. The Master Plan team will be expected to coordinate plans with the Town's wastewater engineers.
- Provide transportation infrastructure for connecting properties and improving public accessibility.
- Provide ample outdoor use and natural areas for passive and active recreation.
- Preserve community character through blending with surrounding buildings and landscapes, and balancing of developed and undeveloped areas.
- Retain ecological value through minimizing impervious areas, minimizing light pollution, and incorporating solar and other ecological and climate initiatives into the development.
- Improve and enhance the overall quality of life for all generations.

The Master Site Development Plan (MSDP) is intended to provide a vision and framework for the future of the three sites and their role in North Eastham. The MSDP is not a final site plan. The intent of developing the master plan and vision was for the Town to determine feasibility and have an understanding of preliminary cost estimates. Additionally, the MSDP will inform the creation of a Request for Proposal (RFP) the Town will issue to ensure viable and quality development partners to finalize the Town's vision.

This report summarizes the resulting vision for each of these three parcels that has been developed over the past year, building off the excellent work already completed by the T-Time Committee in the years running up to this effort, further informed by *Eastham Strategic Plan (2020)* and input from the Eastham community gathered throughout the process.



Route 6 bus stop at Town Center Plaza



The T-Time Family Fun Sports Center in Eastham.  
*Image Source: redfin.com*

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## PROJECT HISTORY

Previously a driving range, the Town of Eastham had the opportunity to purchase the 10.86-acre parcel of land known as T-Time when a developer's proposal for the property was denied. The developer, Stratford Development Company, and the owner of the property, Stop & Shop, entered negotiations with the town and eventually transferred purchase rights. A purchase and sale agreement was executed after Eastham residents voted to purchase the property in the spring of 2019.

Following the sale, the T-Time Committee was formed to determine the "highest and best use of the land". Members were appointed a two-year term and their tasks broken into two phases. Phase one for extensive public outreach and input, resulting in the final use recommendations and guiding principles for development. Phase two tasks were to envision how the determined uses could be situated on the property, determine feasibility, and make recommendations on infrastructure needs, zoning updates, phasing, and economic and community impact.

In January of 2021, the committee released an interim status report and began public outreach. During this

process, the town was presented the opportunity to purchase Town Center Plaza, a 3.5-acre property approximately a quarter mile south of T-Time. After a majority vote, the town purchased the property and the T-Time Committee's charge was expanded to include the Town Center Plaza site. The transformation of both properties is in line with the *Eastham Strategic Plan (2020)* and would help to achieve the town's goal of a walkable, mixed-use village center in North Eastham.

Late in the summer of 2021, the Town Manager also asked the T-Time Committee to evaluate the Council on Aging property. Since a new community center was a part of the discussion for uses at T-Time, evaluating whether Council on Aging and its services would be better suited in a more community oriented setting was a natural next step in the process of determining the best uses for T-Time.

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## PROJECT GOALS

The mission of the T-Time Development Committee is to determine the best uses for the three properties, T-Time, Town Center Plaza, and Council on Aging, through an inclusive process with the community. The result should reflect the values of the community and provide a benefit to town's residents. In order to complete its task the committee used the following criteria to prioritize recommendations. The project team used these goals as a driving factor in designing the vision for North Eastham:

- Social/community value
- Business value (public/private partnerships)
- Adding vibrancy and aesthetic appeal
- Economic development
- Infrastructure improvements (traffic, transportation, utilities, wastewater)
- Creativity
- Potential regional partnerships
- Consistency with the goals of the town's strategic plan: preserve natural resources, encourage and welcome diversity of residents, improve the travel experience, foster community spirit, enhance access to public recreational resources, and increase the diversity of housing options.



T-Time Committee walking the property in February 2020.  
*Image Source Nancy Bloom, The Provincetown Independent*

## Guiding Principles

The following guiding principles were used throughout the design process in order to direct design considerations, facilitate discussion, and assist in final outcomes.

- Incorporate traditional neighborhood design while keeping the “look and feel” of Eastham
- Include adequate infrastructure
- Prioritize environmental stewardship
- Balance the built environment with the natural environment
- Improve quality of life for all of Eastham's residents

## PROJECT TEAM

Union was asked to lead an inclusive master planning effort for the Town of Eastham to explore how to balance housing, businesses, open space, amenities, and conservation/stewardship on three sites within the North Eastham portion of town. In order to best serve the town and achieve the various goals and deliverables requested, Union assembled a team of designers and consultants with whom we have long-standing relationships both working with towns on similar exercises and with designing and building out the sorts of places and uses desired by Town of Eastham and the T-Time Committee.



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### UNION

Union Studio Architecture and Community Design is a nationally practicing architecture and design firm based in Providence, Rhode Island. Our practice is firmly committed to using the power of design to enrich lives and strengthen communities, creating places that will be loved and enjoyed for generations. For the Master Site Development Plan, Union led the design team in the generation of the development plans, public presentations, and final report. Union has completed the following master plan projects just within the last five years:

- Community Resiliency by Design, Barnstable County, MA
- Cochecho Waterfront, Dover, NH
- Tremont Nail Factory, Wareham, MA
- Downtown Orange Revitalization, Orange, MA
- Billerica Feasibility Study, Billerica, MA
- Village of Three Rivers, Palmer, MA
- Norton Village Center, Norton, MA
- Shrewsbury Town Center, Shrewsbury, MA

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### HORSLEY WITTEN GROUP



The Horsley Witten Group is a diverse, multi-disciplinary group of engineers, designers, and planners based in Cape Cod, with offices and projects throughout New England. For the Master Site Development Plan, Horsley Witten Group will be largely responsible for tasks related to the design and analysis of civil engineering, infrastructure, and regulatory elements, such as approaches to transportation, stormwater, wastewater, open space, utilities, zoning, and permitting needs and will generally advise on all aspects of the project. In addition to working on several private sector projects together, Union Studio and Horsley Witten Group have worked together on many municipal projects and vision plans in the past, including the following masterplan projects just within the last five years:

- Cochecho Waterfront, Dover, NH
- Tremont Nail Factory, Wareham, MA
- Norton Village Center, Norton MA
- Shrewsbury Town Center, Shrewsbury, MA



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## PEREGRINE GROUP (RUSTPOINT ADVISORY)

The Peregrine Group provides full-service real estate advisory services throughout New England. For the Master Site Development Plan, the Peregrine Group advised on all aspects of the project, but was largely responsible for tasks related to the analysis of market trends and broad economic impacts. In addition to working on several private sector projects together, Union Studio and Peregrine Group (including a number of projects with Rustpoint Advisory prior to their merger with Peregrine Group) have worked together on many municipal projects and vision plans in the past, including the following master plan projects just within the last five years:

- Downtown Orange Revitalization, Orange, MA
- Tremont Nail Factory, Wareham, MA
- Village of Three Rivers, Palmer, MA

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## CAPEBUILT COMPANIES



CapeBuilt is a Cape Cod based business focused on construction and development services. For the Master Site Development Plan, CapeBuilt advised on all aspects of the project, but was largely responsible for tasks related to construction approaches, cost estimating, project phasing, permitting, and project delivery methods. While the team has not previously worked together specifically on municipal vision plans, CapeBuilt's knowledge of local construction practices and costs will be indispensable in crafting a viable long-term plan for these sites. Union Studio and CapeBuilt have worked together on a number of private sector projects in recent years, including:

- 255 Main Street, Hyannis, MA
- Heritage Sands, Dennisport, MA
- Sea Captains Row, Hyannis, MA

## PROCESS AND SCHEDULE

	2022				
Tasks	JAN	FEB	MAR	APR	MAY
<b>TASK 1: PRE-DESIGN</b>					
Project Kickoff and Due Diligence					
Stakeholder Sessions					
<b>TASK 2: INITIAL DRAFTS</b>					
Initial Concepts, Cost Estimates, and Impact Analysis					
<i>First Public Presentation</i>					<i>May 11, 2022</i>
<i>Second Public Presentation</i>					
<i>T-Time Site Event</i>					
<b>TASK 3: FINAL DRAFTS</b>					
Part-time Resident Meeting					
Individual Stakeholder Sessions					
Refined Concepts, Cost Estimates, and Impact Analysis					
<b>TASK 4: FINAL PACKAGE AND PRESENTATION</b>					
Final Concepts, Cost Estimates, and Impact Analysis					
<i>Final Presentation</i>					
<i>Council on Aging Presentation</i>					
<i>Select Board Presentation</i>					

2022							2023
JUN	JUL	AUG	SEPT	OCT	NOV	DEC	MAR
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<i>June 8, 2022</i>							
<i>June 25, 2022</i>							
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				[Blue Bar]	[Blue Bar]		
				<i>Oct, 12, 2022</i>			
				<i>Oct. 19, 2022</i>			
							<i>Mar. 20, 2023</i>

# Stakeholder Sessions

In mid-April, following the kick-off the project, the project team began a series of meetings with key stakeholders related to the three project sites. Stakeholders were chosen for either their direct relationship to a project site or their insight into local businesses, development, and community needs. In addition, the project team wanted to hear what opportunities excite these members of the community about future development. Each of the stakeholder groups has valuable input necessary for the project team to use and understand in order to successfully balance all the needs and wants of the community. There was a total of 39 participants across the 5 sessions.

There was a total of five stakeholder sessions:

- **T-Time Committee, Town of Eastham Recreation Department, and Council on Aging:** The project team met with these three groups in one session since their collaboration is integral to the final design outcome. A result of the T-Time Committee's work was the determination that a new community center is the highest and best use to be included on the T-Time site. Two of the primary users of the new community center would be the Recreation Department and Council on Aging.
- **Town Center Plaza tenants:** At the time of the sessions, there were six businesses at Town Center Plaza. Through the development process, the town is committed to including the existing tenants and providing them a future location for their business on site. The hope is to balance development and construction, such that the disruption to business is as minimal as possible.
- **Eastham Businesses:** This group includes businesses from the larger Eastham community. The project team wanted to get their broader insight into compatibility of uses and the existing local market needs. An understanding of their thoughts in relation to the Town of Eastham Market Study (2021), would be helpful to determining what uses could and should be placed on the sites.
- **Residential neighbors:** Abutting residential properties to the project sites will have to endure the lasting impacts of development change. The project team wanted to hear their concerns about future development and help alleviate those throughout the design process.
- **Town of Eastham Select Board and Committee Chairs:** Participants in this group offer broader input on the T-Time Committee recommendations, concerns about proposed uses, and any other potential issues.

## STAKEHOLDER TAKEAWAYS

- **In general, all groups support T-Time Committee recommendations:** *The recommendations will serve as the basis for design concepts as intended.*
- **Find the right balance:** *The primary challenge is finding the right balance of the various components proposed - how much mixed use vs. housing vs. community space vs. open space?*
- **Build in flexibility:** *Be mindful that certain uses have specific needs, but there should also be a degree of flexibility built in to the designs to address varying short- and long-term needs.*
- **Consider the 5 senses:** *Need to be mindful of appropriate and/or inappropriate adjacencies.*
- **Traffic and Route 6 character are a major concern:** *Coordinate efforts with other Town consultants working on this issue.*
- **Variety of open space types is desired:** *Open spaces should include a mix of programmed and unprogrammed areas.*
- **Want a “village” feel:** *The overall character should retain a “village” feel - buildings shouldn’t be too large or feel congested.*
- **There are broader community impacts:** *Each site provides great opportunities, however, the project team needs to be mindful of broader community impacts and needs as well.*

# Public Presentations

In addition to the stakeholder sessions, input was gathered from the broader Eastham community through a series of public presentations held at the town library, each of which was also followed up by an online survey to garner additional feedback from a larger segment of the community. The intent of these presentations was to engage the community in translating the findings of the T-Time Committee's community engagement process into a concept for each site in order to inform financial and impact analyses for redevelopment.

The first public presentation was held on May 11, 2022 with 80 attendees. During this session, the team introduced themselves, the project's history, goals, and schedule, and key input from the stakeholder sessions. The team also shared an overview of some related town efforts, as well as the design standards and program elements that were to be considered for each site. Much of the session was focused on sharing some potential scenarios for each of the three parcels. These bubble diagrams showed options for the distribution of the various elements intended for each of the sites and served as the basis for this first round of discussions.

A second public presentation was held on June 8, 2022 with 79 attendees. After a quick synopsis of the first public presentation, the team shared a summary of the discussion points from the first presentation as well as a summary of the 218 online survey responses. The team then shared two preliminary schemes for each of the three parcels that were based off of the preferred options of the potential scenarios, modified per input received.

A final public presentation was held on October 12, 2022 with 85 attendees. Once again, a quick synopsis of the previous presentations was given, as was a summary of the in person and 99 online survey responses received relative to the preliminary schemes. For each site, a final draft scheme was shared based on the preferred preliminary scheme from the second session. This provided the community one more opportunity to comment prior to the refinement of these schemes into the final concepts shown in this report.



Union Studio presenting at the first public presentation in May 2022.

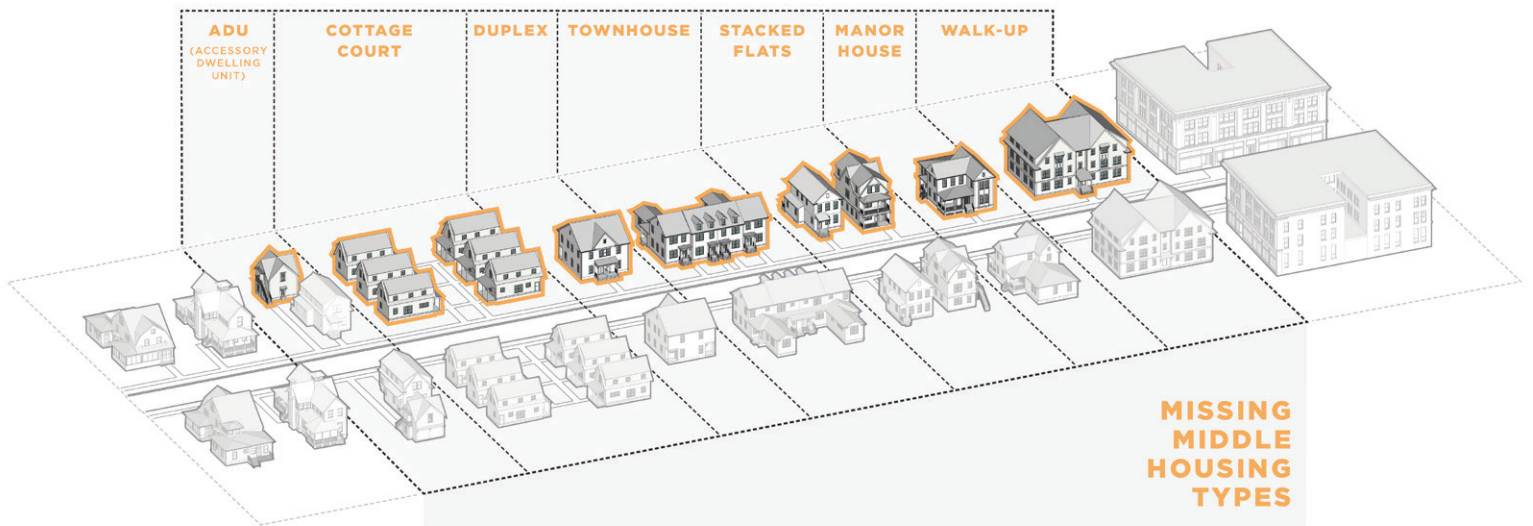
# Town-led Meetings and Events

In an effort to continue building interest in the project while also continuing to get community feedback, the Town also hosted a series of supplemental meetings and events throughout the year.

- **T-Time Site Event - June 25, 2022:** More than 350 community members of all ages attended a “Summer Kickoff & Ice Cream Social” event on the afternoon of Saturday, June 25 at the Town-owned T-Time property (4790 State Highway, Eastham). Co-hosted by the Town’s Community Development and Recreation & Beaches Departments with support from many other Town departments, the event offered free ice cream, courtesy of the Ice Cream Cafe, along with the old-fashioned field day games, face painting, music, and an 80s-themed costume contest. The Community Development Department set up a special Master Plan public engagement tent, complete with a kid-friendly building-block style activity for community members to help envision the future of T-Time and North Eastham.
- **Part Time Resident Meeting - July 9, 2022:** Town Community Development staff presented a special Master Plan update for around 50 members of Eastham’s Part-Time Resident Taxpayers Association. The presentation provided an overview of the Master Plan project purpose, highlighted public engagement and other work completed to date, and shared opportunities to get involved.
- **Individual Stakeholder Engagement - July to September 2022:** Following the initial stakeholder sessions and first two public workshops, Town staff and the consultant team received additional follow-up correspondence from individuals in the community. This correspondence included input on various aspects of the conceptual schemes presented, with stakeholders advocating for: more innovative parking solutions; regional investment in a 50-meter public pool; sustainable/climate resilient site features; more specific traffic/transportation planning; and an emphasis on revenue-generating opportunities, such as through a roller-skating rink or other sports-based anchor, to minimize taxpayer impact.
- **Council on Aging Presentation - October 19, 2022:** Approximately 20 senior community members attended a presentation on the Master Plan held at Eastham Council on Aging. Most of the individuals in attendance reported they had not participated in any of the previous Master Plan events or workshops. Feedback included concerns about traffic safety and Route 6 access points for a future Community Center at T-Time, and a desire to have community center amenities focus on the unique needs of the senior population in Eastham. There was also discussion on if and how the findings of the COA needs assessment would be incorporated into the Master Plan process.

Summer Kick-off and Ice Cream Social at the T-Time property





Precedents for the main program elements were researched and discussed with the community. Additional precedents were later provided for each site as the schemes developed.

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## HOUSING

Union has been part of a larger discussion of housing needs on the Cape for several years. Through our work with the Cape Cod Commission, we have developed a range of housing types that can provide density without having to build large scale multifamily buildings. These types, such as cottages, townhouses, and manor houses have historic precedent across the Cape and easily blend into the local context.

These housing types can range in density from around eight units per acre up to around 20 units per acre. The type of housing chosen needs to be carefully chosen for the given site and the needs of the community. The T-Time Committee has recommended housing in various forms for each site, which type is ultimately chosen will be a balance of housing needs and the context of the site.

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## COMMUNITY CENTER

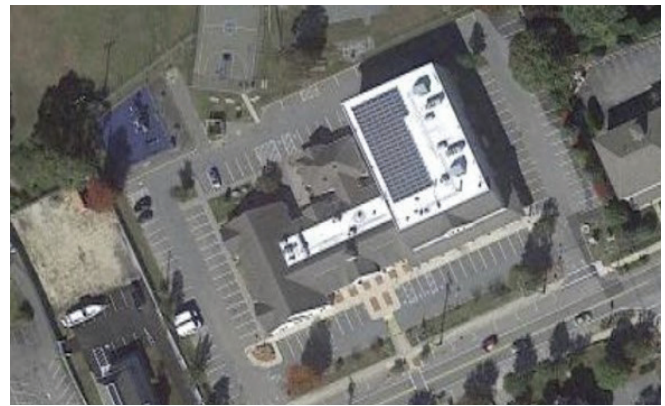
Following the stakeholder session with the Recreation Department and Council on Aging (COA), as well discussions with the Town about specific program elements and potential scale of a new community building, it was determined an approximately 20,000

to 30,000 square foot building would be suitable for consideration. Union proposed two local precedents to use for program elements, scale, and also parking ratio - the Harwich Community Center and the Bourne Veterans Memorial Community Center.

Both buildings are approximately 32,000 square feet and are combined with COA. Harwich also houses the local Channel 18 studio and control room. Common program elements are a full-size gymnasium and activity rooms. Bourne’s center includes a multi-purpose room with small stage and attached kitchen, as well as a game and play room. It also includes elements specific to the COA, such as a meditation room, cafeteria, and meeting room. Neither precedent included a separate teen space, which the Eastham stakeholders expressed interest in. As both buildings are slightly larger in size than Eastham is considering, creative and efficient use of space will be important as the vision for the community center develops.



The Harwich Community Center Source: Google Maps



The Bourne Veterans Memorial Community Center Source: Google Maps

MIXED USE

There are many great examples of mixed-use buildings in villages across Cape Cod. These buildings are typically one to three stories with commercial or office spaces on the ground floor with housing above. The visual precedents provided to the community represented village scale mixed-use buildings in keeping with local context that can deliver multiple uses in compact, pedestrian-friendly settings.



Mixed-use building in Falmouth Village, Massachusetts.

OPEN SPACE

A variety of open space types will be considered for the sites in Eastham. Options range from formal open spaces, such as a village green or plaza, to informal spaces, such as trails, playgrounds, and fields. The residents of Eastham have expressed interest in both passive and active recreation spaces. The T-Time site has potential for both formal and informal open space, while the Town Center Plaza will likely be more formal in nature. The Council on Aging site, if redeveloped, will likely have private open spaces which could be formal and/or informal spaces for residents to enjoy.



Guilford Town Green, Connecticut.

## RELATED TOWN EFFORTS

There are several other town projects under way that have an impact on the North Eastham Village Development Plan. The following provides a brief description of these projects and their current status.

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### COUNCIL ON AGING BUILDING FEASIBILITY ASSESSMENT

Keenan & Kenny Architects completed a report including an assessment of the current conditions of the Eastham Senior Center. The report also evaluates the feasibility of any renovations or additions that would be necessary for future operations of the Senior Center. The Council on Aging Board and the Town, together commissioned a Community Needs Assessment by the Center for Social and Demographic Research on Aging/University of Massachusetts Boston, to assist with the assessment of the pros and cons of the current site versus a new community center. They also completed a survey, interviewed stakeholders and conducted focus groups to gather data about what community members want and need for senior services in the future. This report is now available and will be presented to the Select Board on April 6, 2023.

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### WASTEWATER MANAGEMENT PROJECT

Consultants from GHD were hired by the Town to evaluate and plan for multiple strategies to reduce nutrient loading and improve water quality in priority watershed areas. The Salt Pond sub-watershed area is the first area the consultants are analyzing. One of the sites identified for potential groundwater recharge was the T-Time site. Design considerations, therefore, needed to address the potential for recharge on the site.

The design team and GHD spoke throughout the process to ensure that our work would not impede any potential future recharge needs. As part of the design process, the team sought to understand how much area recharge would need and what programmatic elements can exist within the area.

At the time of this report, the Draft Watershed Management Plan does not rely on the T-Time site for a recharge area. The plan will be submitted to the Department of Environmental Protection in May of 2023. Pending Town Meeting approval, the Town will continue to design and engineer a wastewater treatment and collection system into 2024.

For more information on wastewater management in Eastham, visit the town's overview website: <https://arcg.is/OGeff>.

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### ROUTE 6 CORRIDOR IMPROVEMENTS PROJECT AND COMPLETE STREET PRIORITIZATION PLAN

Environmental Partners Group has been hired by the Town of Eastham to identify roadway improvements along the 6-miles of Route 6 through Eastham. They will provide recommendations for key intersections and segments of the road for improvements.

Goals for the project are:

- Slow traffic along Route 6
- Improve safety for all
- Add bicycle and pedestrian connections to the Cape Cod Rail Trail
- Reduce cut-through traffic by keeping vehicles on Route 6 and preventing traffic-related incidents
- Anticipate needs of future development, such as the re-development of the T-Time site and Town Center Plaza
- Determine a preferred concept by the Town to be presented to the Massachusetts Department of Transportation (MassDOT)

The Complete Streets Prioritization Plan was completed in 2019. It has been revised and submitted to MassDOT taking into consideration the purchase of T-Time and Town Center Plaza, higher construction costs, and shifts to transportation patterns and population due to the pandemic. Environmental Partners is also supporting the Town in this effort.



Future development on the three project sites needs to address wastewater to prevent further nutrient loading of local watersheds such as Salt Pond (shown here).



## WELCOME to the "T-TIME PROPERTY" in North Eastham Village

This property is owned and maintained by the Town of Eastham, with funding support from the Massachusetts Department of Transportation (MassDOT) Shared Streets & Spaces Grant Program. Parking and recreational use of the site are free to residents and visitors.

To learn more about plans for long-term use of the T-Time Property, visit [www.easthamtime.org](http://www.easthamtime.org).



**massDOT**

"Leave No Trace" Principles Apply on Site.



## SECTION 2

# T-Time Property

- 24 Introduction
- 25 T-Time Committee Recommendations
- 26 Zoning Summary
- 28 Potential Scenarios
- 30 Initial Schemes
- 33 Final Draft Scheme
- 37 Final Scheme



## T-Time Property

**ADDRESS**

4790 State Highway (Route 6)

**AREA**

10.86 acres

**PURCHASED**

2019

**ZONE**

Limited Commercial (LC) in the Eastham Corridor Special District (ECSD), Groundwater Protection Overlay District

The T-Time parcel is a large vacant parcel located within the Town of Eastham’s main business corridor. To the north is a landscaping company and garden center. To the south is a real estate office and fitness center. Running along the entire eastern edge of the property is the Cape Cod Rail Trail, which provides a great opportunity for future development to connect to the open space assets on the Cape.

A 100-foot electrical easement also runs along the eastern edge of the property, adjacent to the rail trail. The easement restricts structures of any kind, however, it is an opportunity for open space program compatible to the trail and residents beyond. A summary diagram of these opportunities and constraints can be found on page 28.

Another constraint on the property is a restricted covenant placed by Stop & Shop on the property as part of the sale. It restricts uses such as another market and any take-out food businesses. Some of the desired uses by the community, such as a potential cafe, may not be allowed per this covenant. However, the restricted covenant is not permanent and the Town is willing to address it if needed.

The following recommendations were summarized from the *T-Time Development Committee Recommendations Report* (November 2021) and were presented to the Eastham Select Board.

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### SUMMARY RECOMMENDATIONS

The T-Time Development Committee recommends that the T-Time property host a mix of uses, with an emphasis on indoor and outdoor recreation for all ages, housing, and a balance of built structures with ample green space for public gathering and both active and passive recreation use.

- Focus on a community center building that meets the needs of all ages in the community. Anchors of the building would be the Recreation Department and the Council on Aging.
- Consider the feasibility of a 50-meter public pool to meet local needs for year-round swim lessons, the Nauset Regional High school swim team, general recreation, and rehabilitation services.
- Provide housing options to meet the need of those earning 80 - 150% of the area median income (AMI) and the Housing Production Plan (2021).
- Include flex-space that could be used for pop-up or start-up businesses and food trucks.
- Have public access to the Cape Cod Rail Trail.
- Create a walkable downtown feel with emphasis on pedestrians.



The Cape Cod Rail Trail runs along the back of the property.

## ZONING SUMMARY

### Eastham Corridor Special District

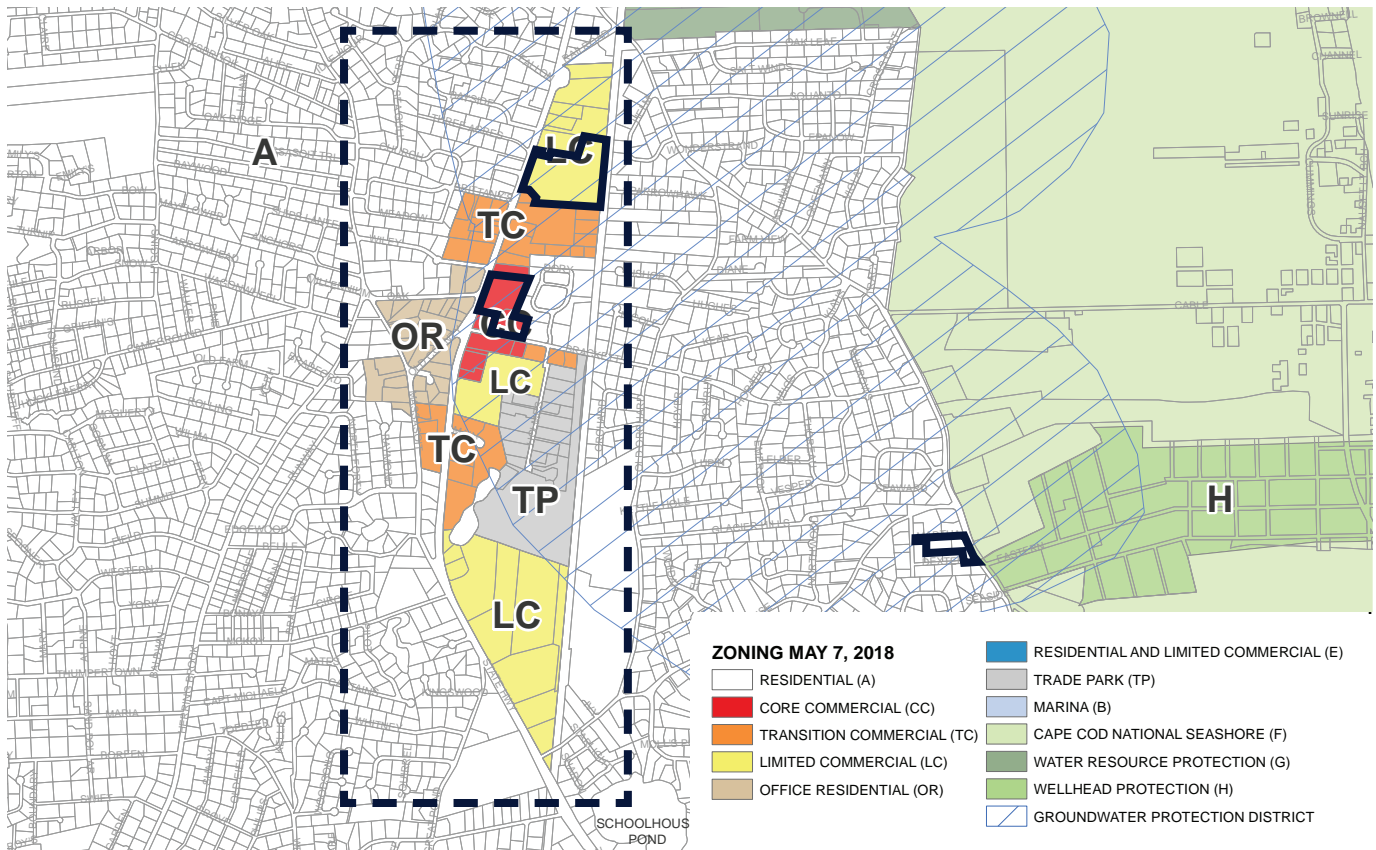
In 2018, Eastham approved the Eastham Corridor Special District (ECSD) in order to “enhance and protect” its commercial areas which reside primarily along Route 6 corridor. Both the T-Time and Town Center Plaza parcels exist within this corridor. In order to enhance the character of the district, building design standards are included in the zoning language. The project incorporated the spirit of this special district within the design.

Standards of note include evoking Eastham character and enhancing pedestrian scale by including variations in building design and porches. Traditional sloped roofs are preferred in the district. Additionally, sustainability should be an important element of new development, such as orienting buildings to provide access to light and air. Roadways and pathways should focus on safety and separation of vehicles from pedestrians and bicycles.

### Groundwater Protection District

The Groundwater Protection Overlay District is a zoning overlay with the primary purpose of preserving and protecting existing and potential sources of drinking water. The T-Time, Town Center Plaza, and Council on Aging properties are located within the Groundwater Protection Overlay District. Proposed improvements must adequately demonstrate that the groundwater beneath the parcels and water runoff from the parcels do not contribute to existing or potential sources of drinking water.

The Town’s Zoning Bylaws define specific prohibited land uses and activities within this overlay district, including landfills, storage of hazard materials, and earth removal within 4 feet of historical high groundwater. The proposed final development schemes are consistent with the general requirements of the overlay district, with full compliance to be demonstrated with specific wastewater disposal and stormwater management design when projects move forward to more detailed design development and permitting stages.



Town of Eastham Zoning Map with project sites and Eastham Corridor Special District (ECSD) highlighted.

# Limited Commercial (LC) District

In order to access feasibility and evaluate any potential zoning conflicts, an understanding of current zoning requirements is necessary. The T-Time property is zoned Limited Commercial (LC). The purpose of this zone is to have primarily residential uses and to prioritize pedestrian accessibility and scale. Low-intensity commercial uses are also permitted. Limiting curb cuts on Route 6 is desired in order to improve safety.

There are a number of allowed uses in addition to residential including, open and recreation space, municipal uses, offices, studios, and small gift shops. Uses not currently allowed which have been expressed as desirable on the site, are restaurants greater than 3,000 square feet. Restaurants less than 3,000 square feet and food trucks require Special Permit. Again, the restricted covenant may also impede any such uses.

Future zoning changes could consider alternate ways to regulate building scale, including footprint and height, to obtain a village feel. In order to obtain desired top-of-shop housing, buildings often need to exceed the current regulated height. In addition, buildings can be designed to look like smaller buildings while maintaining a larger footprint to increase efficiency.

## DIMENSIONAL STANDARDS:

Lot size (min)	40,000 square feet
Building footprint (max)	3,000 square feet in front of the lot, 8,000 square feet if in back of the lot
Gross Floor Area (2 <sup>nd</sup> Floor)	40% or less of the first floor gross floor area
Building coverage (max)	30%
Lot coverage (max)	65%
Building height (max)	2 stories: 20 feet or 30 feet for pitched roofs of 7/12 min. slope
Building Setbacks	25 foot Front Setback 10 foot Side/Rear Setback
Parking Setback	20 foot minimum behind the front facade
Facade variation	Include a 5 feet setback or projection every 40 feet
Landscaping	Minimum 25 foot wide vegetated buffer

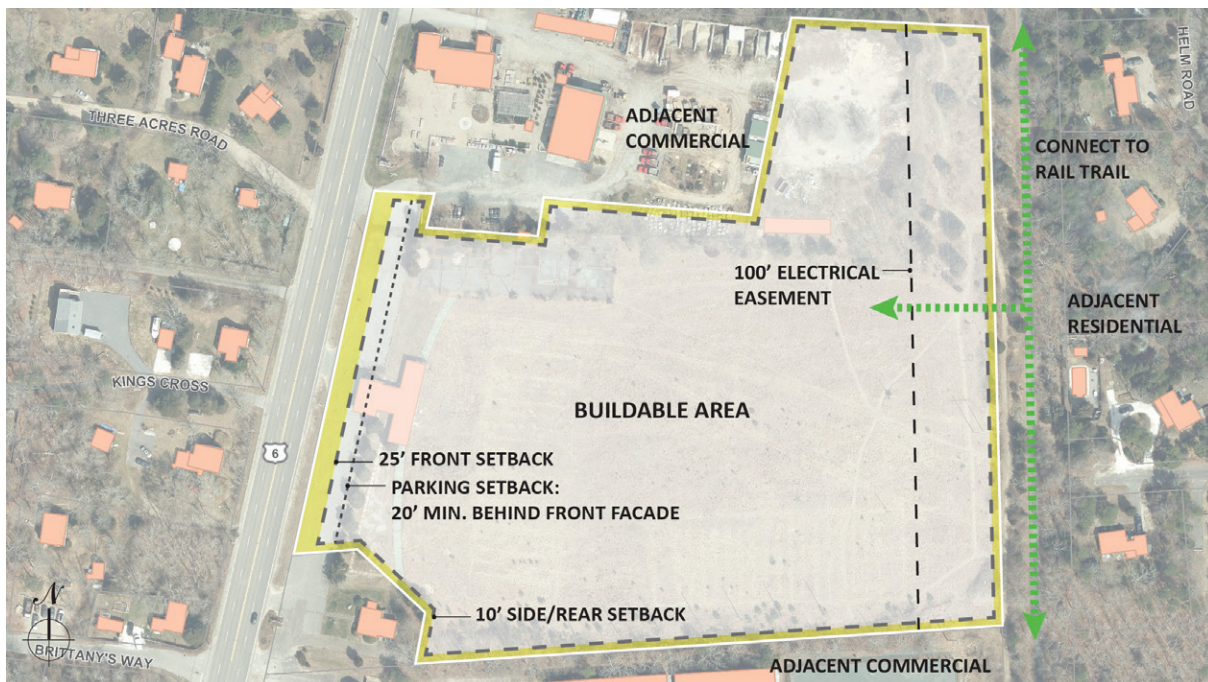


Diagram of the opportunities and constraints on the T-Time property.

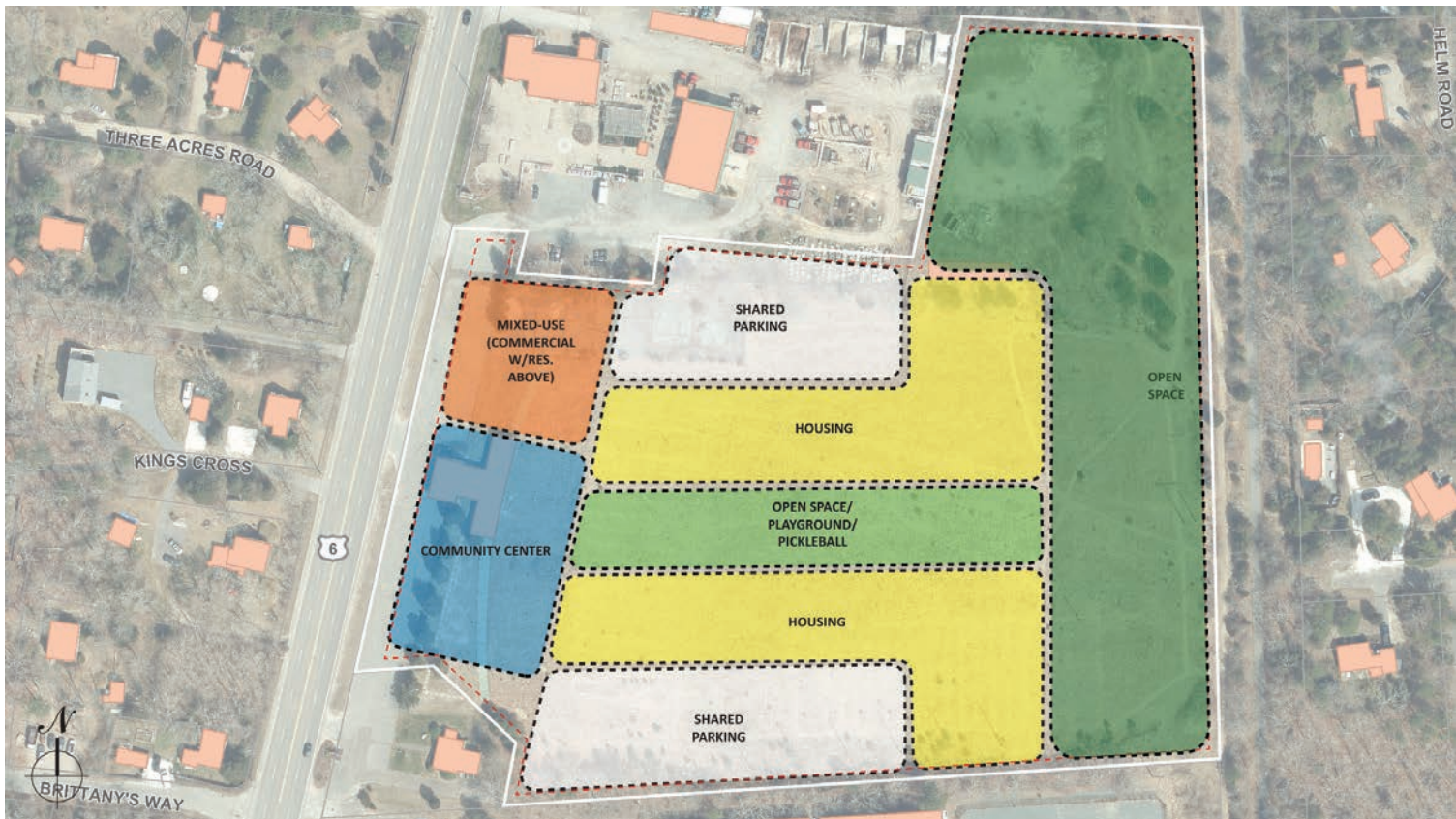
# POTENTIAL SCENARIOS



Scenario One Programmatic Diagram



Scenario Two Programmatic Diagram



Scenario Three Programmatic Diagram

Potential scenarios investigated the T-Time parcel programmatically to garner input from the community on the location and amount of the program elements. Specifically, the location of the community center and how that affected the location of housing. All scenarios proposed some amount of mixed-use along Route 6 and an open space buffer at the rear of the site along the electrical easement.

**COMMUNITY RESPONSE\***

Overall the community responded most favorably to Scenario Two with a mean score of eight out of 10. Scenarios One and Three both received a score of five. There was a conflict amidst the open-ended responses on many of the program elements such as how much housing (if any), including commercial or retail uses, location of community uses, and whether or not to include a pool. There seemed to be a preference for any housing to be located to the rear of the site. Other comments focused on preferences for sustainable elements such as net zero buildings, solar panels, composting toilets, and agricultural uses. Some also felt the scenarios were squeezing too much on the site.

\*See *Appendix* for more detail.

## INITIAL SCHEMES



### Scheme “A” Mixed-use Village

Scheme “A” takes the most favorable scenario, Scenario 2, and develops it further. In this scheme, the community center is visible from Route 6 with a public green in front to give the new building a civic presence. In the rear of the building, is a large green that has the ability to house a 50-meter pool, should the community decide to build one (represented by the dashed line). Commercial buildings flank the community center, along with townhouses and manor houses overlooking the community open space. The site would handle its own stormwater within the designated septic area. A number of uses could be located within this area and the utility easement, such as walking trails and community gardens.

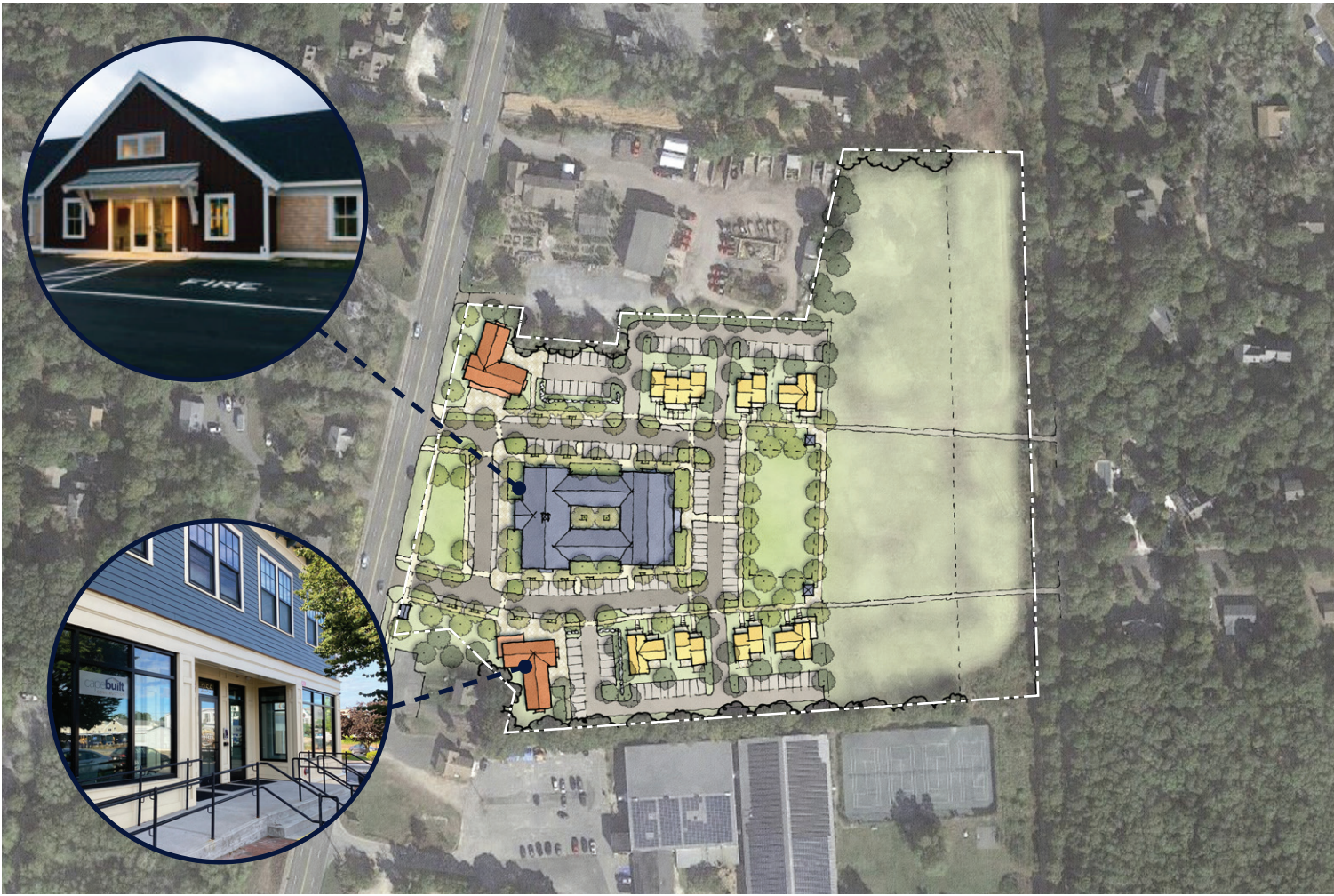
#### COMMUNITY RESPONSE\*

Respondents preferred Scheme “A”, with a score of eight out of 10. However, respondents wished to see a scheme that found a middle ground between the two. Other suggestions were a water feature adjacent to the community center, minimize visual impact of parking, and create a meaningful edge along Route 6. It was also suggested that a more prominent location be given to the bus stop and to create additional connections to adjacent sites.

#### PROGRAM

<b>Community Center</b>	<b>25,000 square feet</b>
Parked @ 3/1,000	75 spaces
<b>Commercial</b>	<b>8,000 sf</b>
Parked @ 4.5/1,000	36 spaces
<b>Manor House Residential</b>	<b>18-24 units</b>
Parked @ 1-1.5/du	36 spaces
<b>Townhouse Residential</b>	<b>13 units</b>
Parking @ 1.5/du	20 spaces
<b>Flex Parking</b>	<b>37 spaces</b>
<b>TOTAL CIVIC</b>	<b>25,000 SF</b>
<b>TOTAL COMMERCIAL</b>	<b>8,000 SF</b>
<b>TOTAL RESIDENTIAL</b>	<b>31-37 UNITS</b>
<b>TOTAL PARKING</b>	<b>204 SPACES</b>

\*See Appendix for more detail .



## Scheme “B” Mixed-use Village with Recharge Area

Scheme “B” takes a similar approach for the uses along Route 6, but explores the option of rotating the large green, still sized to fit a 50-meter pool, behind the community center while also consolidating the residential area by including some units over the commercial spaces in order to create a larger open space area at the back of the site. The specific program for this area would still need to be worked out, but one consideration is that this larger area would be able to facilitate a larger recharge area should the town need to utilize a portion of the site for such needs (see the Wastewater Management Project section under *Related Town Efforts*).

### COMMUNITY RESPONSE\*

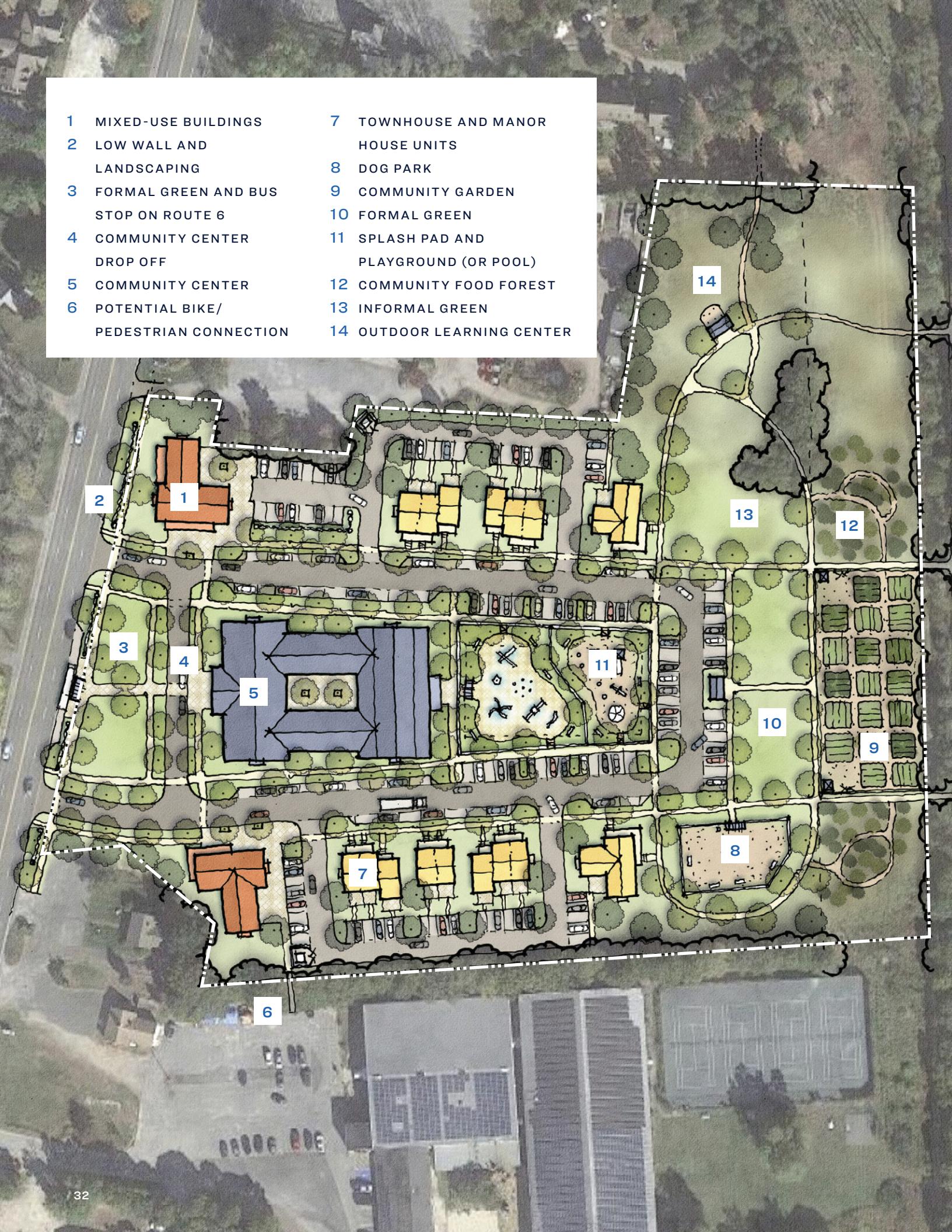
Responses for this scheme centered around the recharge area. Residents wanted to see it thought of as open space that can also be used as recharge. Additionally, community gardens and a food forest were proposed for the utility easement. Minimizing the visual impact of parking in the community areas was also a top comment.

### PROGRAM

Community Center Parked @ 3/1,000	25,000 square feet 75 spaces
Mixed-use Commercial Parked @ 4.5/1,000	8,000 sf 36 spaces
Mixed-use Residential Parked @ 1-1.5/du	12-16 units 18 spaces
Manor House Residential Parked @ 1-1.5/du	9-12 units 18 spaces
Townhouse Residential Parking @ 1.5/du	10 units 15 spaces
<b>TOTAL CIVIC</b>	<b>25,000 SF</b>
<b>TOTAL COMMERCIAL</b>	<b>8,000 SF</b>
<b>TOTAL RESIDENTIAL</b>	<b>31-38 UNITS</b>
<b>TOTAL PARKING</b>	<b>162 SPACES</b>

\*See *Appendix* for more detail.

- |  |  |
|--|--|
| 1 MIXED-USE BUILDINGS                  | 7 TOWNHOUSE AND MANOR HOUSE UNITS      |
| 2 LOW WALL AND LANDSCAPING             | 8 DOG PARK                             |
| 3 FORMAL GREEN AND BUS STOP ON ROUTE 6 | 9 COMMUNITY GARDEN                     |
| 4 COMMUNITY CENTER DROP OFF            | 10 FORMAL GREEN                        |
| 5 COMMUNITY CENTER                     | 11 SPLASH PAD AND PLAYGROUND (OR POOL) |
| 6 POTENTIAL BIKE/PEDESTRIAN CONNECTION | 12 COMMUNITY FOOD FOREST               |
|  | 13 INFORMAL GREEN                      |
|  | 14 OUTDOOR LEARNING CENTER             |



The final draft scheme strikes a middle ground between Schemes “A” and “B” by siting the large green adjacent to the community center as it was in Scheme “A” but with the residential configuration from Scheme “B”. The large green is shown as potentially programmed with a playground and splash park but is still sized to accommodate a 50-meter pool should that be the direction ultimately taken. As was suggested by the community, a series of community gardens and a food forest is shown in the utility easement.

**PROGRAM**

Mixed-use Commercial	13,500 square feet
Parked @ 4.5/1,000	61 spaces
Mixed-use Residential	10 units
Parked @ 1.5/du	15 spaces
<b>TOTAL COMMERCIAL</b>	<b>13,500 SF</b>
<b>TOTAL RESIDENTIAL</b>	<b>10 UNITS</b>
<b>TOTAL PARKING</b>	<b>76 SPACES</b>

**COMMUNITY RESPONSE\***

As is common when seeking public input, there were a couple of times where the concerns of one subset of the community ran counter to the concerns of another. For instance, some respondents think the site should include more housing, while others advocated for less. Some respondents felt it was important to include a pool, while others felt it was better to include recreational uses that might be used by a larger portion of the community. The final scheme seeks to suggest a balance between these opinions, while also providing a flexible framework that can allow for continued discussions around these issues in the next phase.

\*See Appendix for more detail.





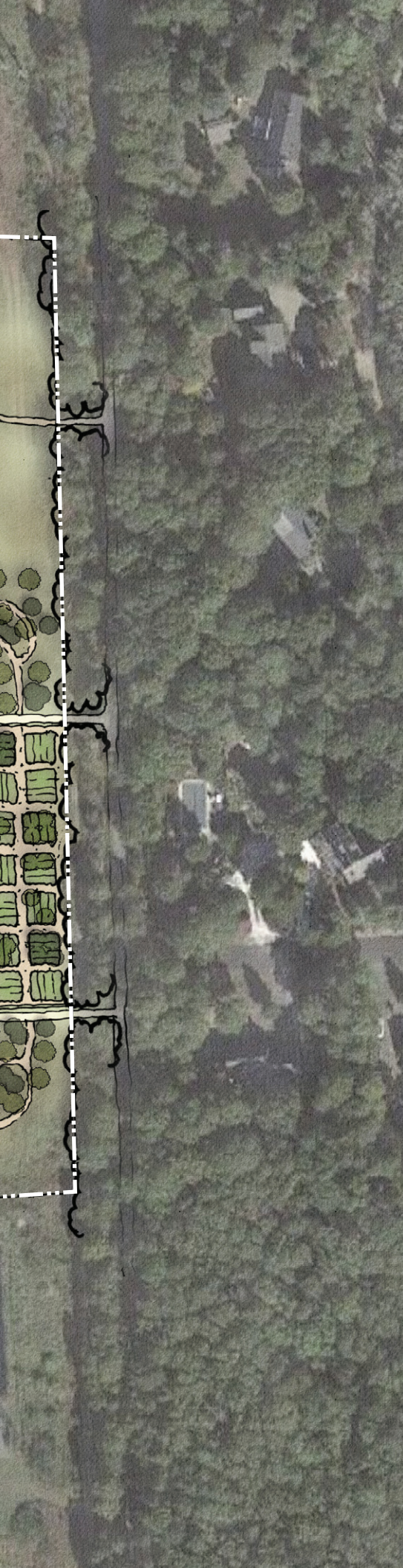
A community building set amongst mixed-use buildings and housing provides a neighborhood feel. Pathways lead back to a formal green for community use.



*Note: This is an illustrative rendering to demonstrate a potential vision of the site.*

- |   |                                       |
|---|---------------------------------------|
| 1 MIXED-USE BUILDINGS                   | 8 FORMAL GREEN                        |
| 2 LOW WALL AND LANDSCAPING              | 9 SPLASH PAD AND PLAYGROUND (OR POOL) |
| 3 FORMAL GREEN AND BUS STOP ON ROUTE 6  | 10 COMMUNITY GARDEN                   |
| 4 COMMUNITY CENTER DROP OFF             | 11 COMMUNITY FOOD FOREST              |
| 5 COMMUNITY CENTER                      | 12 INFORMAL GREEN                     |
| 6 POTENTIAL BIKE/PEDESTRIAN CONNECTIONS | 13 POTENTIAL TREE SAVE AREA           |
| 7 TOWNHOUSE AND MANOR HOUSE UNITS       | 14 WALKS AND TRAILS                   |
|   | 15 OUTDOOR LEARNING CENTER            |





The final scheme falls largely in keeping with the final draft scheme. The formal and informal greens along the Rail Trail are designed for passive recreation. The informal green spaces are intended for walking trails and tree preservation. The formal green is designed to be flexible for the Town to program as resident needs evolve. Uses can include social gathering spaces, seating areas, and public art.

**PROGRAM**

<b>Community Center</b>	<b>25,000 square feet</b>
Parked @ 2.5/1,000	63 spaces

<b>Mixed-use Commercial</b>	<b>8,000 sf</b>
4k Parked @ 8/1,000	32 spaces
4k Parked @ 2.5/1,000	10 spaces

<b>Mixed-use Residential</b>	<b>16 units</b>
Parked @ 81.25/du	20 spaces

<b>Manor House Residential</b>	<b>10 units</b>
Parked @ 1.25/du	20 spaces

<b>Townhouse Residential</b>	<b>14 units</b>
Parking @ 1.25/du	18 spaces

<b>TOTAL CIVIC</b>	<b>25,000 SF</b>
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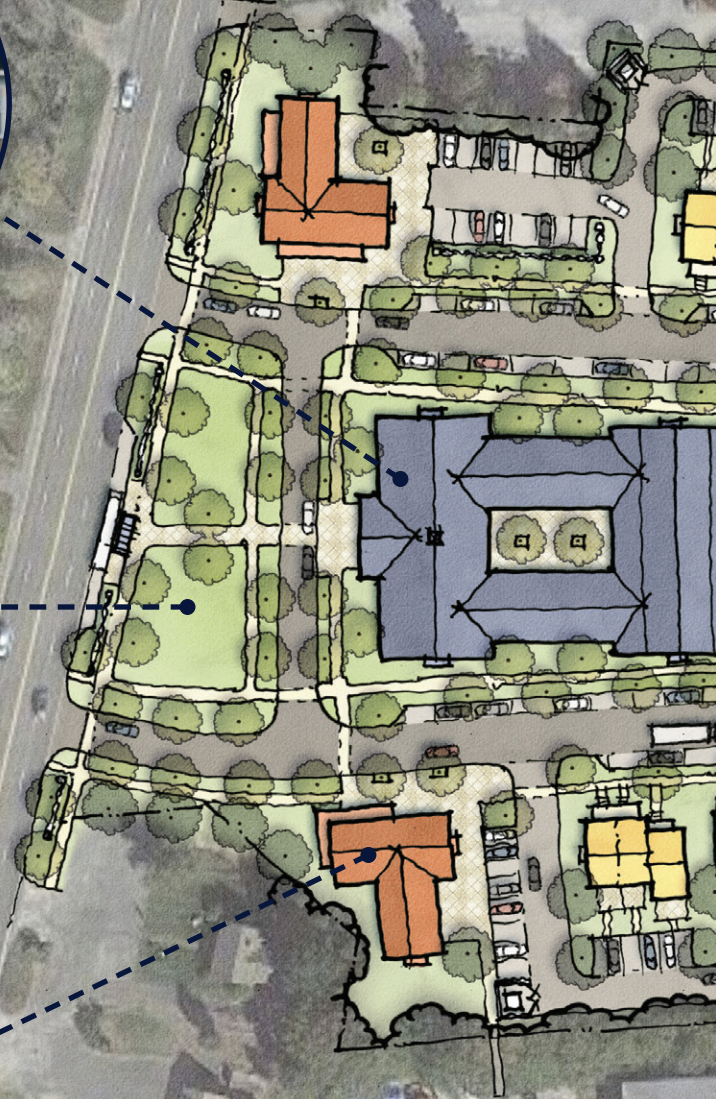
<b>TOTAL COMMERCIAL</b>	<b>8,000 SF</b>
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<b>TOTAL RESIDENTIAL</b>	<b>40 UNITS</b>
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<b>TOTAL PARKING</b>	<b>156 SPACES</b>
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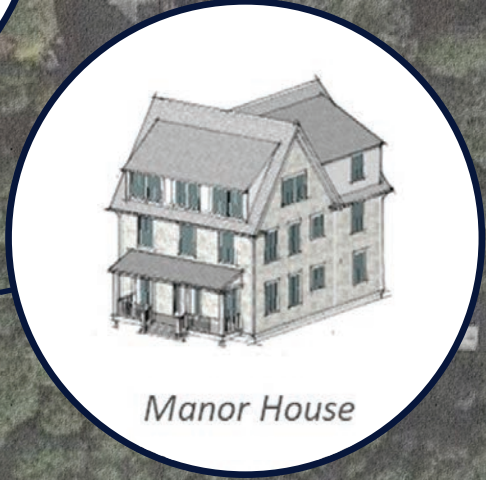
### CHARACTER PRECEDENTS

Visual precedents were provided to the community throughout the public presentations to help envision the character and scale of the buildings, as well as the character of the variety of open spaces.





Townhouse



Manor House





## SECTION 3

# Town Center Plaza Property

- 42 Introduction
- 43 T-Time Committee Recommendations
- 44 Zoning Summary
- 46 Potential Scenarios
- 48 Initial Schemes
- 51 Final Draft Scheme
- 55 Final Scheme



## Town Center Plaza Property

**ADDRESS**

4550 State Highway (Route 6)

**AREA**

3.54 acres

**PURCHASED**

2021

**ZONE**

Core Commercial (CC) in the Eastham Corridor Special District (ECSD), Groundwater Protection Overlay District

Town Center Plaza is at the core of Eastham’s business district and lies just north of the heavily-trafficked intersection of Route 6 and Brackett Road. To the north of the site is a popular local restaurant, the Friendly Fisherman. To the east of the site, is the condominium development of Brackett Landing completed in 2012, currently buffered by existing vegetation. To the south, a bank and gas station. There is an access easement at the southeastern corner of the site where the property borders the gas station, which is currently a vehicular connection through the bank property to Brackett Road.

Vehicles use the connection through the properties as a cut-through to Route 6 and avoid traffic at the intersection. This additional traffic through the site causes an unsafe environment for pedestrians and vehicles visiting the plaza businesses. Though a safety concern, the connection between the adjacent sites is also an opportunity to maintain and create future, safer pedestrian and vehicle connections to the businesses when the site is redeveloped. The Route 6 Corridor project is looking to strengthen and formalize the connection between the Town Center Plaza and adjacent properties to alleviate pressure from planned redevelopment along the corridor.

The following recommendations were summarized from the *T-Time Development Committee Recommendations Report* (November 2021) and were presented to the Eastham Select Board.

### SUMMARY RECOMMENDATIONS

The T-Time Development Committee recommends that the Town Center Plaza becomes a mixed-use center focused on year-round residents.

- Retain the six current businesses
- Create additional retail, restaurant, and entrepreneurial space that provides opportunities for year-round residents.
- Create top-of-shop housing that focuses on the needs of those earning 80 - 150% of AMI, as well as the needs of the Housing Production Plan (2021).
- Create a walkable downtown feel that includes opportunities for outdoor dining, public transit improvement, and pedestrian and bike safety improvements.



The existing property includes a small strip mall and two standalone commercial buildings.

## ZONING SUMMARY

### Core Commercial (CC) District

Town Center Plaza is within the CC District of the Eastham Corridor Special District (ECSD) and the Groundwater Protection Overlay District. The purpose of this district is to encourage a compact, vibrant commercial center keeping a scale consistent with the neighborhood. Shared access between properties is also encouraged. Development should facilitate pedestrian and bicycle use.

Some uses allowed within the district include municipal uses, museums, bakers, banks, salons, fitness centers, and offices. Uses allowed under 3,000 square feet include small shops, galleries, and restaurants. Special permits are required for any retail or restaurant in excess of 3,000 square feet. Accessory residential uses only are allowed.

Like T-Time, any new development at Town Center Plaza will presumably fall under Special Permit if it alters over 3,000 square feet of area, alters Route 6 access, and increases parking over 10 spaces.

As with the T-Time property, future zoning updates may consider alternate ways to regulate building scale in order to achieve the village feel Eastham and its residents desire. Often heights of two-story buildings exceed 20 or 30 feet which is often a function of site conditions. In addition, buildings with housing above can add much needed units by including a half-story. The half-story would potentially extend the height of the building though the perceived height may be lower as the story is concealed within the roof pitch.

\*See *T-Time Property Zoning Summary* for information on the ECSD and Groundwater Protection Overlay District.

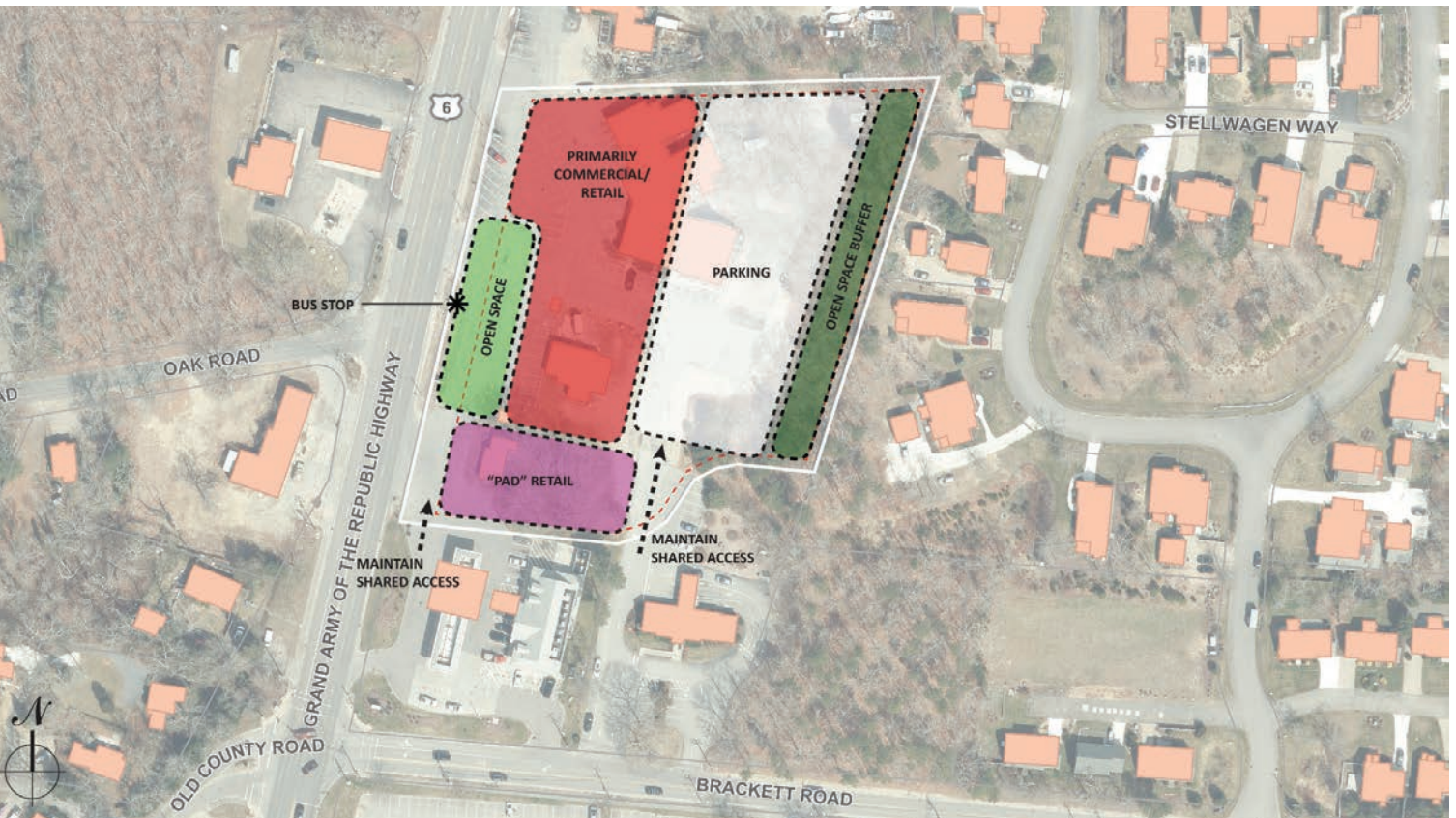
#### DIMENSIONAL STANDARDS:

Lot size (min)	20,000 square feet
Building footprint (max)	3,000 square feet in front of the lot, 8,000 square feet if in back of the lot
Gross Floor Area (2 <sup>nd</sup> Floor)	40% or less of the first floor gross floor area
Building coverage (max)	50%
Lot coverage (max)	80%
Building height (max)	2 stories: 20 feet or 30 feet for pitched roofs of 7/12 min. slope
Building Setbacks	25 foot Front Setback 10 foot Side/Rear Setback
Parking Setback	20 foot minimum behind the front facade
Facade variation	Include a 5 feet setback or projection every 40 feet
Landscaping	Street trees every 35 feet, 50 square foot pocket park

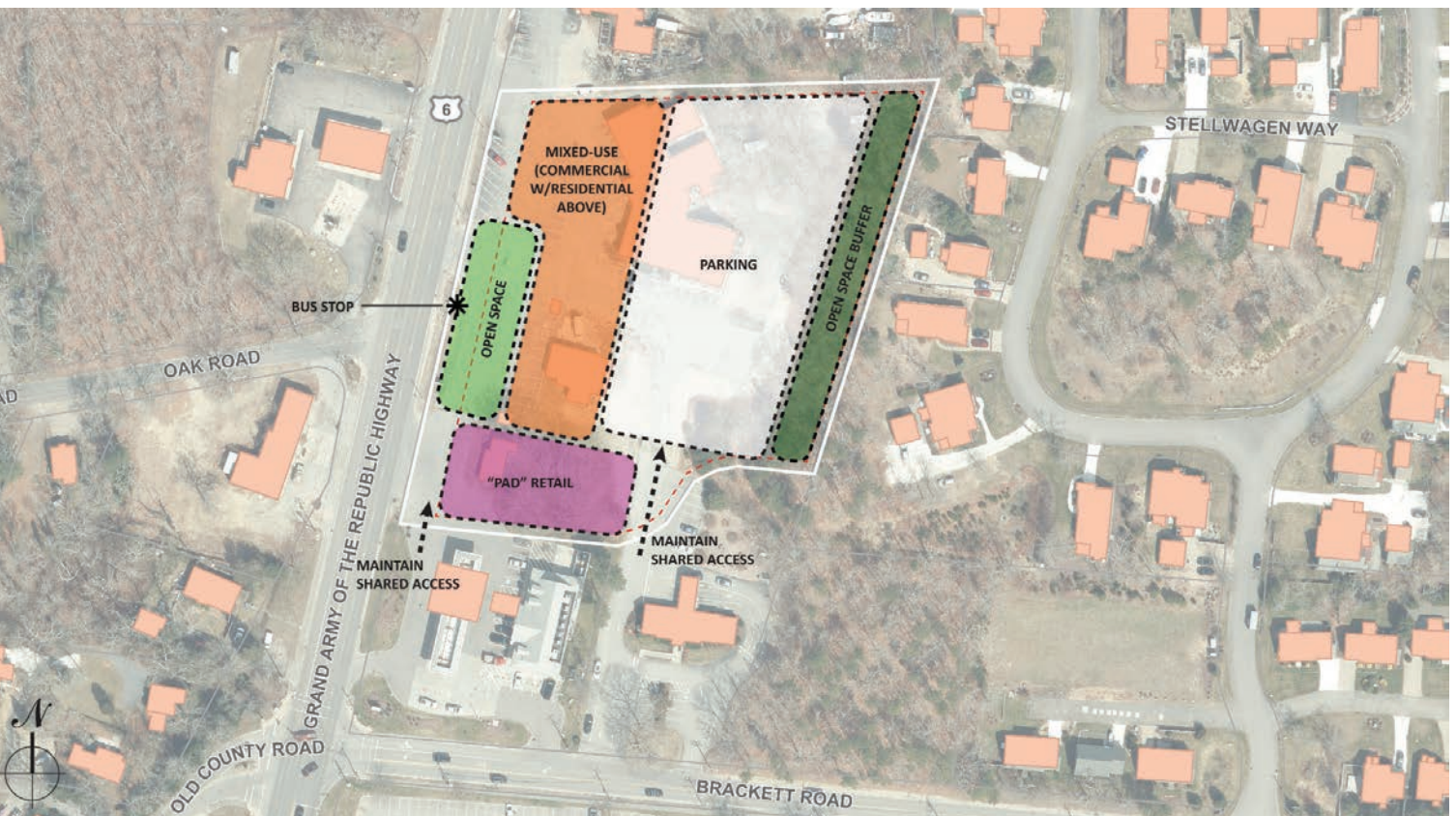


Diagram of the opportunities and constraints on the Town Center Plaza property.

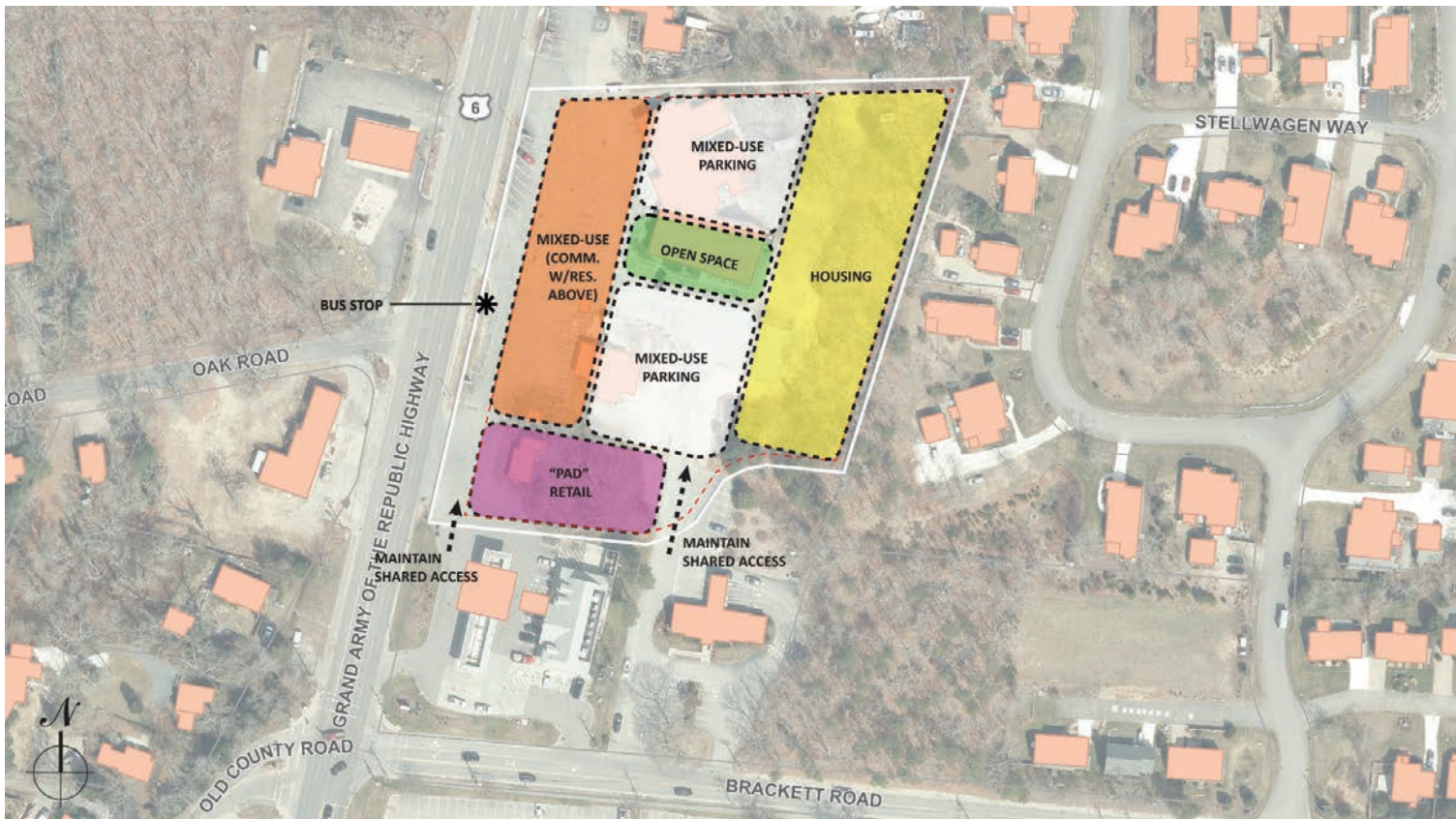
# POTENTIAL SCENARIOS



Scenario One Programmatic Diagram



Scenario Two Programmatic Diagram



Scenario Three Programmatic Diagram

Potential scenarios for the Town Center Plaza property looked at various ways of continuing to include commercial uses on site organized around a central open space that would create a better sense of place. Options for adding housing were also considered. While the general intent was to create a more pedestrian-friendly environment, a “pad” site that could be more auto-centric was considered adjacent to the neighboring gas station. Screening through the use of an open space buffer is also reflected here and in the proposed concepts to address neighborhood concerns.

**COMMUNITY RESPONSE\***

Overall people were in support of mixed-use on the site. Many supported having housing in the rear. There was a lot of confusion over the concept of “pad” retail. There were some respondents looking for a greater emphasis on green space, however, others were concerned that any green space on Route 6 would feel unsafe and be underutilized.

\*See *Appendix* for more detail.



## Scheme “A” Mixed-use Village

Scheme “A” further developed the concept shown in Potential Scenario 2 that would include a mixed-use village clustered around a small green with frontage along Route 6, with the majority of parking located between these uses and the adjacent residential community. The scheme included a little more commercial space than is currently on the site, broken into a series of smaller buildings, with most including some residential units above.

### COMMUNITY RESPONSE\*

This scheme received more positive response than Scheme “B” with an eight out of 10. Comments mentioned the desire to see mixed-use instead of just commercial with housing in the back of the site. Responses also desired a meaningful edge along Route 6 and have the bus stop in a more prominent location. Additional connections to neighboring sites was also mentioned. Others mentioned concern for adequate parking and where to put commercial loading.

### PROGRAM

Mixed-use Commercial	16,000 square feet
Parked @ 4.5/1,000	72 spaces

Mixed-use Residential	16-24 units
Parked @ 1-1.5/du	24 spaces

<b>TOTAL COMMERCIAL</b>	<b>16,000 SF</b>
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<b>TOTAL RESIDENTIAL</b>	<b>16-24 UNITS</b>
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<b>TOTAL PARKING</b>	<b>96 SPACES</b>
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\*See Appendix for more detail.



## Scheme “B” Commercial Village with Housing in Back

Scheme “B” is a hybrid of Potential Scenarios 1 and 3 that also incorporates a series of commercial buildings clustered around a small green, but instead proposes new units in separate structures along the back of the site by the adjacent residential community. The scheme features fewer residential units and commercial space (albeit the same amount as is currently on the site) as a result of having less available space for parking.

### COMMUNITY RESPONSE\*

Scheme “B” had less positive rating than Scheme “A”. Many respondents did not think standalone housing made sense on this site. People also felt Scheme “A” increased the amount of commercial space, which they preferred.

### PROGRAM

Mixed-use Commercial	13,500 square feet
Parked @ 4.5/1,000	61 spaces

Mixed-use Residential	10 units
Parked @ 1.5/du	15 spaces

<b>TOTAL COMMERCIAL</b>	<b>13,500 SF</b>
-------------------------	------------------

<b>TOTAL RESIDENTIAL</b>	<b>10 UNITS</b>
--------------------------	-----------------

<b>TOTAL PARKING</b>	<b>76 SPACES</b>
----------------------	------------------

\*See Appendix for more detail.



- |   |                                      |    |                            |
|---|--------------------------------------|----|----------------------------|
| 1 | LOW WALL AND LANDSCAPING             | 7  | LANDSCAPED PARKING ISLANDS |
| 2 | SHARED LOADING ZONE                  | 8  | COMMUNITY PAVILION         |
| 3 | POTENTIAL BIKE/PEDESTRIAN CONNECTION | 9  | WALKS AND SEATING AREAS    |
| 4 | TRASH COLLECTION                     | 10 | MIXED-USE BUILDINGS        |
| 5 | PRIMARY PARKING                      | 11 | FORMAL GREEN SPACE         |
| 6 | TREE SAVE ALONG EDGE                 | 12 | BUS STOP                   |

The final draft scheme further refined the concept of a mixed-use village that frames a central green pulled further into the site with less exposure to Route 6. Four new mixed-use buildings were purposed that included the same amount of commercial space as exists on the Town Center Plaza parcel currently, while adding ten new residential units on the upper floors. A shared loading zone is also shown to be used by both the new tenants and the existing adjacent restaurant.

**PROGRAM**

Mixed-use Commercial	13,500 square feet
Parked @ 4.5/1,000	61 spaces
Mixed-use Residential	10 units
Parked @ 1.5/du	15 spaces
<b>TOTAL COMMERCIAL</b>	<b>13,500 SF</b>
<b>TOTAL RESIDENTIAL</b>	<b>10 UNITS</b>
<b>TOTAL PARKING</b>	<b>76 SPACES</b>

**COMMUNITY RESPONSE\***

The primary theme from respondents centered around support for local businesses on the site. Some expressed a desire to see more businesses. Some also expressed concern about the Friendly Fisherman restaurant located north to the site and want it to be given consideration in future plans. A handful of people wanted to see more housing and less retail. Some suggested having less green space to allow for more development. As with T-Time, concern over traffic was brought up as well as additional pedestrian and bicycle connections.

\*See Appendix for more detail.





A town green, lined by village scale mixed-use buildings, can be an enjoyable place for everyday gathering, farmers markets, and other town events.



*Note: This is an illustrative rendering to demonstrate a potential vision of the site.*

- 1 LOW WALL AND LANDSCAPING
- 2 SHARED LOADING ZONE
- 3 TRASH COLLECTION
- 4 PRIMARY PARKING
- 5 LANDSCAPED PARKING ISLANDS
- 6 TREE SAVE AS BUFFER FOR NEIGHBORS

- 7 MIXED-USE BUILDINGS
- 8 EXISTING BANK\*
- 9 WALKS AND SEATING AREAS
- 10 FORMAL GREEN SPACE
- 11 BUS STOP



\*No changes are proposed to the existing bank parcel. The proposed concept takes current and future traffic flow needs into account.



Based on additional feedback and the potential to incorporate an undeveloped lot on Brackett Road next to the bank, the final scheme shifts some of the mixed-use program down along Brackett Road, reducing the pressure on the Town Center Plaza site to facilitate the current amount of commercial space plus additional units while also opening up options for phasing redevelopment. The new buildings on Route 6, as well as trees and landscaping, were revised to maintain views to and reflect setbacks of neighboring structures while still creating a pedestrian-friendly village feel.

**PROGRAM (TOWN CENTER PLAZA)**

Mixed-use Commercial	10,000 square feet
8k Parked @ 8/1,000	64 spaces
2k Parked @ 2.5/1,000	5 spaces
Mixed-use Residential	20 units
Parked @ 1.25/du	100 spaces
<b>TOTAL COMMERCIAL</b>	<b>10,000 SF</b>
<b>TOTAL RESIDENTIAL</b>	<b>20 UNITS</b>
<b>TOTAL PARKING</b>	<b>100 SPACES</b>

**PROGRAM (BANK OUTPARCEL)**

Mixed-use Commercial	5,000 square feet
2k Parked @ 8/1,000	16 spaces
3k Parked @ 2.5/1,000	8 spaces
Mixed-use Residential	10 units
Parked @ 1.25/du	13 spaces
<b>TOTAL COMMERCIAL</b>	<b>5,000 SF</b>
<b>TOTAL RESIDENTIAL</b>	<b>10 UNITS</b>
<b>TOTAL PARKING</b>	<b>38 SPACES</b>



EASTHAM  
SENIOR CENTER

Lower Cape Adult Day Center

## SECTION 4

# Council on Aging Property

- 58 Introduction
- 60 T-Time Committee Recommendations
- 61 Zoning Summary
- 62 Potential Scenarios
- 64 Initial Schemes
- 67 Final Scheme



### Council on Aging Property

**ADDRESS**

1405 Nauset Road and  
0 Martha Street

**AREA**

1.99 acres

**ZONE**

Residential District A, Groundwater  
Protection Overlay District

The Council on Aging property consists of two parcels. The property on Nauset Road includes the existing Eastham Senior Center building; the other property to the rear includes parking for the building. A third parcel, a paper street, borders the property to the north and is also being considered for vehicular access to the rear of the site.

Unlike the other two sites, the Council on Aging exists in a residential neighborhood and has a much different character. To the north, south, and west it is adjacent to single-family residences. To the east, the Cape Cod National Seashore, a National Park.

*Why the Eastham Senior Center property?*

The Senior Center, a gift to the Town from a group of dedicated community members, is a source of great pride to the community. As the town's senior population has grown, the existing building is no longer adequately providing services to the community. As the Council evaluates the feasibility of it's building, we are thoughtfully imagining what might replace it if a new facility was built elsewhere.

Rear of the Senior Center  
and outdoor gathering space  
adjacent to the parking lot.



## T-TIME COMMITTEE RECOMMENDATIONS

In tandem with the *North Eastham Village Center* project, the Council on Aging undertook a building feasibility study to assess the condition and viability of their existing structure for future needs. The result of that study will assist in the final decision as to whether the Council relocates and what will become of the existing property.

The following recommendations are summarized from the *T-Time Development Committee Recommendations Report* (November 2021) and were presented to the Eastham Select Board.

## Summary Recommendations

The T-Time Development Committee recommends that the Council on Aging site should include housing that is consistent with the goals of the town's Housing Production Plan (2021).

- A public transit stop should be added on or near the site in coordination with the Cape Cod Regional Transit Authority (CCRTA).
- Any future use should honor the community history of the Eastham Senior Center and the key supporters and leaders who helped to build it.

## Residential District A

In order to access feasibility and evaluate any potential zoning conflicts, an understanding of current zoning requirements is necessary. Currently, the Council on Aging site is zoned residential. Single- and two-family dwellings with accessory buildings are permitted. Special permits are required for assisted living residences. Except in the case of a permitted accessory dwelling unit, any housing development that exceeds one to two dwelling units per 40,000 square foot lot will require a Site Plan Approval. The town has an inclusionary zoning special permit for projects including affordable units where an increase in dwelling units can be permitted.

Future zoning considerations could be given to reduced parking requirements in order to allow for increased density and help manage stormwater runoff. Parking standards can be regulated by dwelling size (one-, two-, or three-bedroom) which may alleviate parking counts for smaller dwellings.

See the *T-Time Zoning Summary* for information on the Groundwater Protection Overlay District.

### DIMENSIONAL STANDARDS:

Lot size (max)	40,000 square feet (Lots greater than 40,000 square feet can apply for Site Plan Review if constructing a year-round two-family dwelling)
Frontage (min)	50 feet
Building Setbacks (min)	50 foot Front Setback 30 foot Side/Rear Setback 8 feet between structures
Accessory Setbacks (min)	30 foot Setback any street 12 foot Side/Rear Setback (and at least the maximum height of the structure)
Building height (max)	30 feet
Off-street Parking	5 spaces or 1 space per 350 square feet, whichever is greater

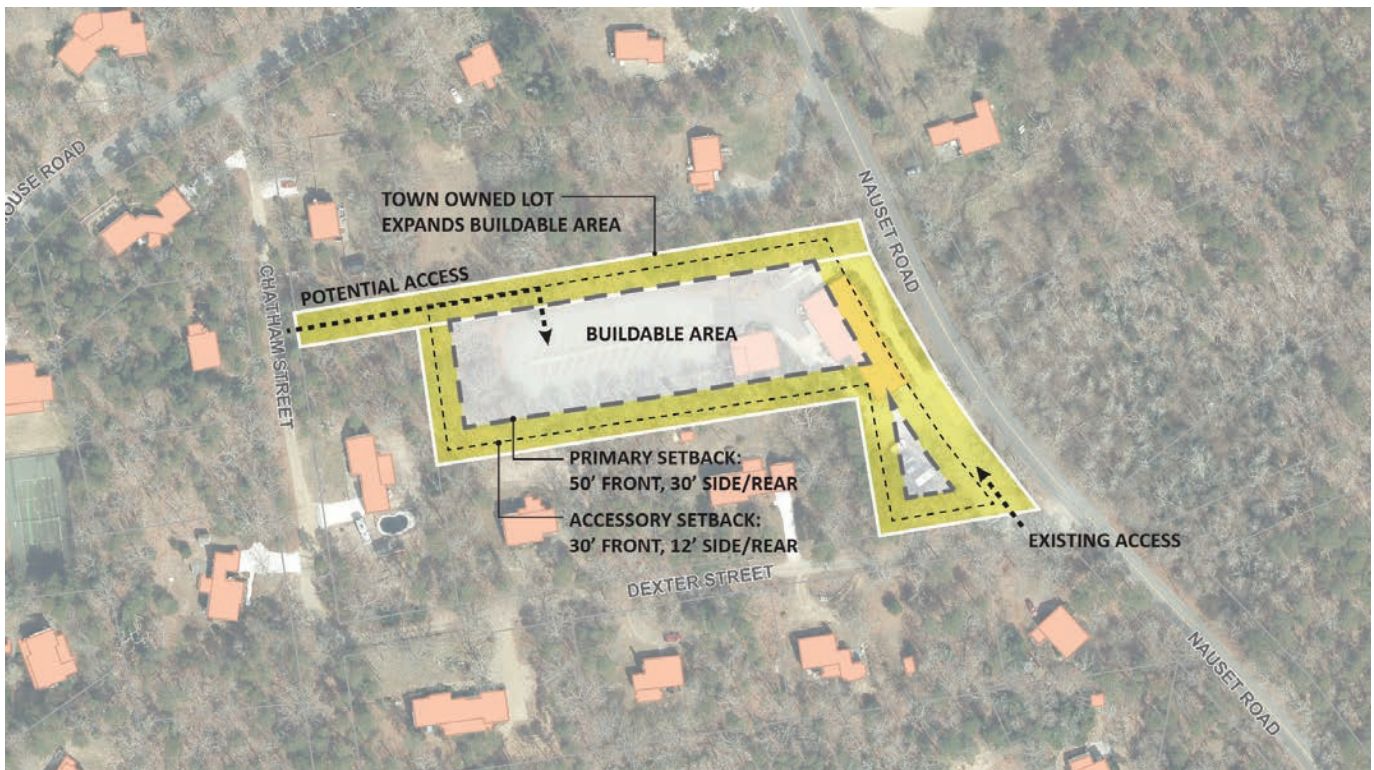


Diagram of the opportunities and constraints on the Council on Aging property.

# POTENTIAL SCENARIOS



Scenario One Programmatic Diagram



Scenario Two Programmatic Diagram



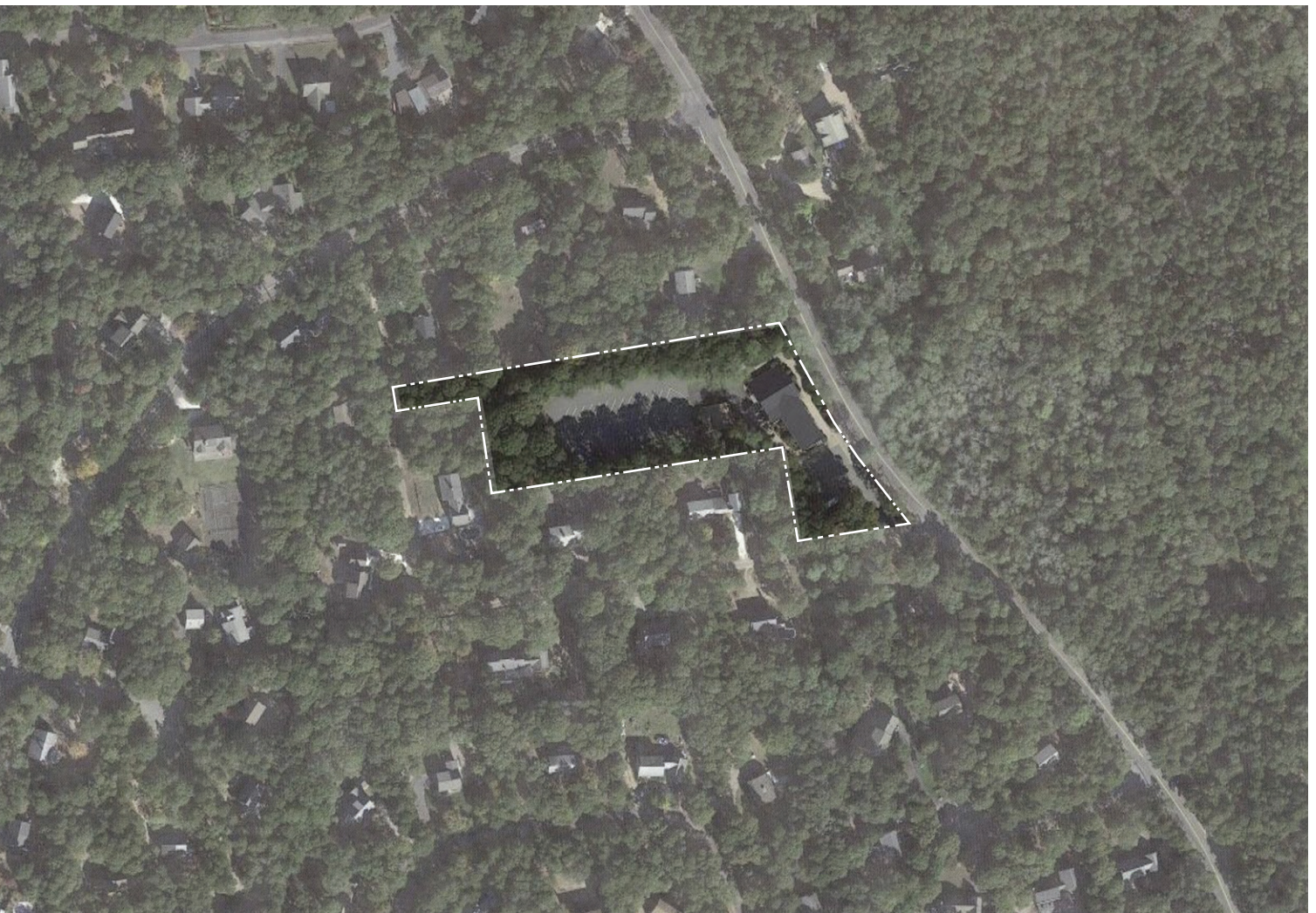
Scenario Three Programmatic Diagram

The programmatic scenarios for the Council on Aging site depend on the ongoing feasibility discussion of the existing building. The first scenario shows the option of keeping and/or expanding the existing building, while the second considers an option for re-purposing the Senior Center with some less intense use in combination with a new cottage court behind, possibly as senior housing. The third scenario proposes demolishing the existing building and replacing it with residential units, also including a cottage court at the back of the site.

**COMMUNITY RESPONSE\***

The second scenario was most popular with a score of seven out of 10. The first and third scenarios both received a score of five. Many were split on whether the Senior Center should stay or move to T-Time as part of an intergenerational community center, per the T-Time Committee recommendations. Many residents expressed support for housing on the site, especially if it is designated senior housing. Some questioned the efficiency of single-family housing, though the cottage court was seen as a favorable option. Others, who lived in close proximity to the site, were concerned about the increased density.

\*See *Appendix* for more detail.



### Scheme “A” COA Renovation

Scheme “A” suggests the existing Council on Aging (COA) continues to be used by the COA. Initial feedback from the feasibility study suggests repurposing this building for another use like housing or respite care isn’t cost effective as it wasn’t designed with those kinds of uses in mind.

#### **COMMUNITY RESPONSE\***

Scheme “A” was less favorable than Scheme “B”, though it still received a positive score of six out of 10. The overall hope from the open ended responses was that the Council on Aging would move to a new community center on the T-Time property. In general, it was also understood that trying to convert the existing structure into a different use wouldn’t be economically feasible, and that instead an opportunity exists to build new housing of less commonly available types.

\*See *Appendix* for more detail.



## Scheme “B” Residential Village

Scheme “B” looks at the option of removing the existing building and redeveloping the site for housing in keeping with the surrounding context. The scheme proposes a pair of duplexes at the front of the site with a cottage court tucked in behind them.

### COMMUNITY RESPONSE\*

This scheme was seen as more favorable to Scheme “A” where the Council remained on site. It received a score of eight out of 10. The overall input from the community was to use the site for various housing types that are not readily found in Eastham, such as this scheme does.

### PROGRAM

Cottage Residential	8 units
Parked @ 2/du	16 spaces

Duplex Residential	4 units
Parked @ 2/du	8 spaces

<b>TOTAL RESIDENTIAL</b>	<b>12 UNITS</b>
--------------------------	-----------------

<b>TOTAL PARKING</b>	<b>24 SPACES</b>
----------------------	------------------

\*See *Appendix* for more detail.



- 1 COTTAGE COURT WITH COMMUNITY PAVILION
- 2 COTTAGES
- 3 DUPLEX DESIGNED TO LOOK LIKE SINGLE FAMILY HOME
- 4 SINGLE FAMILY HOME WITH ACCESSORY DWELLING UNIT OVER GARAGE

In general, the community was supportive of replacing the Council on Aging building, once they have a new home, with much needed housing. Along Nauset Road, a pair of duplexes are shown that would retain the scale and character of the single-family fabric of the surrounding community. One shows a pair of reasonably sized units designed to look like a single larger home. The second shows the option of including a main house but with a smaller accessory dwelling unit. The back portion of the site includes a cottage court that features a series of “right-sized” cottages around a common green and parking area, providing a unique housing option based on an approach that has a long history on the Cape.

#### PROGRAM

Cottage Residential	8 units
Parked @ 2/du	16 spaces

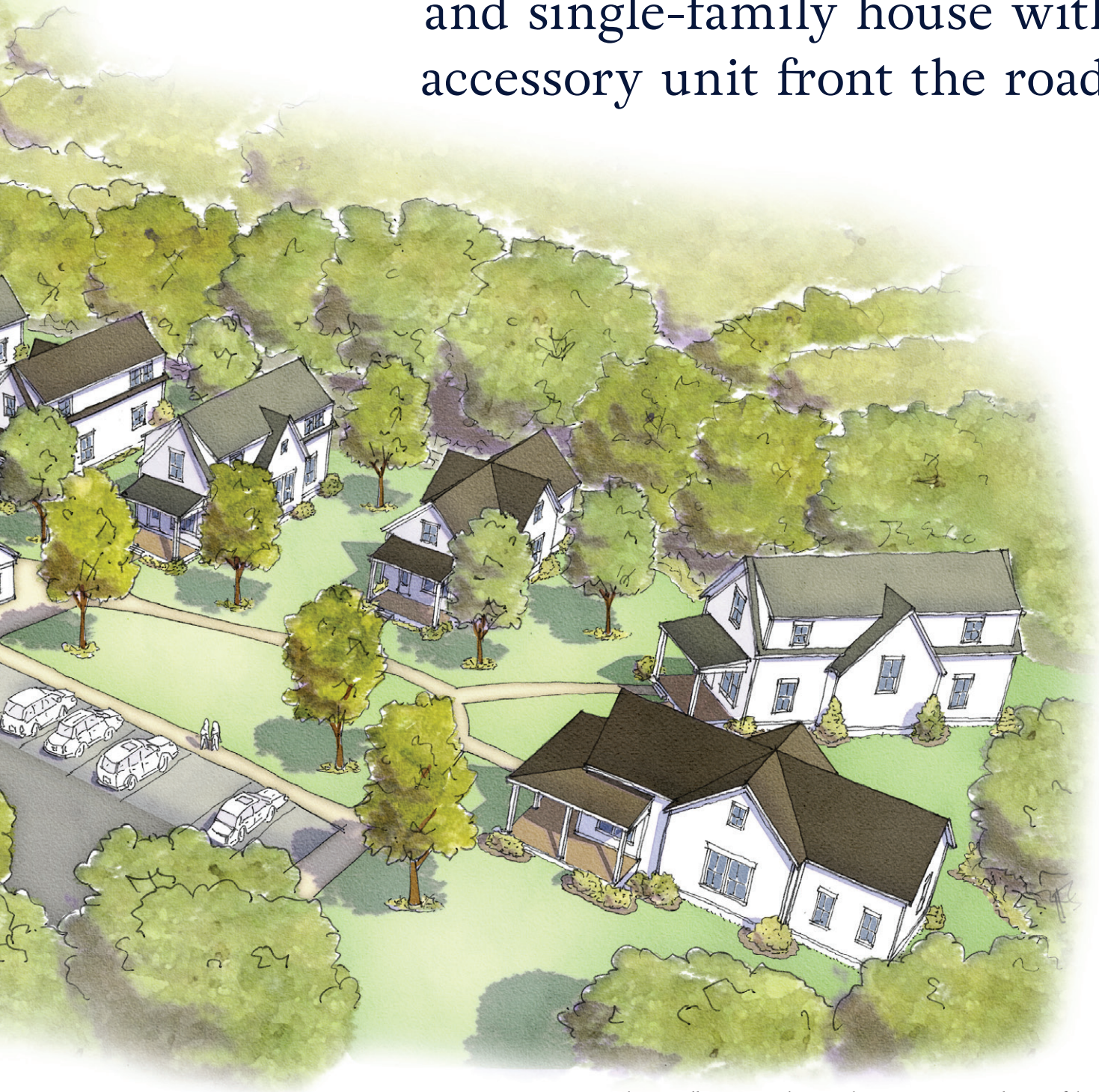
Duplex Residential	4 units
Parked @ 2/du	8 spaces

<b>TOTAL RESIDENTIAL</b>	<b>12 UNITS</b>
--------------------------	-----------------

<b>TOTAL PARKING</b>	<b>24 SPACES</b>
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A cottage court with smaller scale single-family houses overlook a shared green space and community pavilion. Behind these, a duplex and single-family house with accessory unit front the road.



*Note: This is an illustrative rendering to demonstrate a potential vision of the site.*

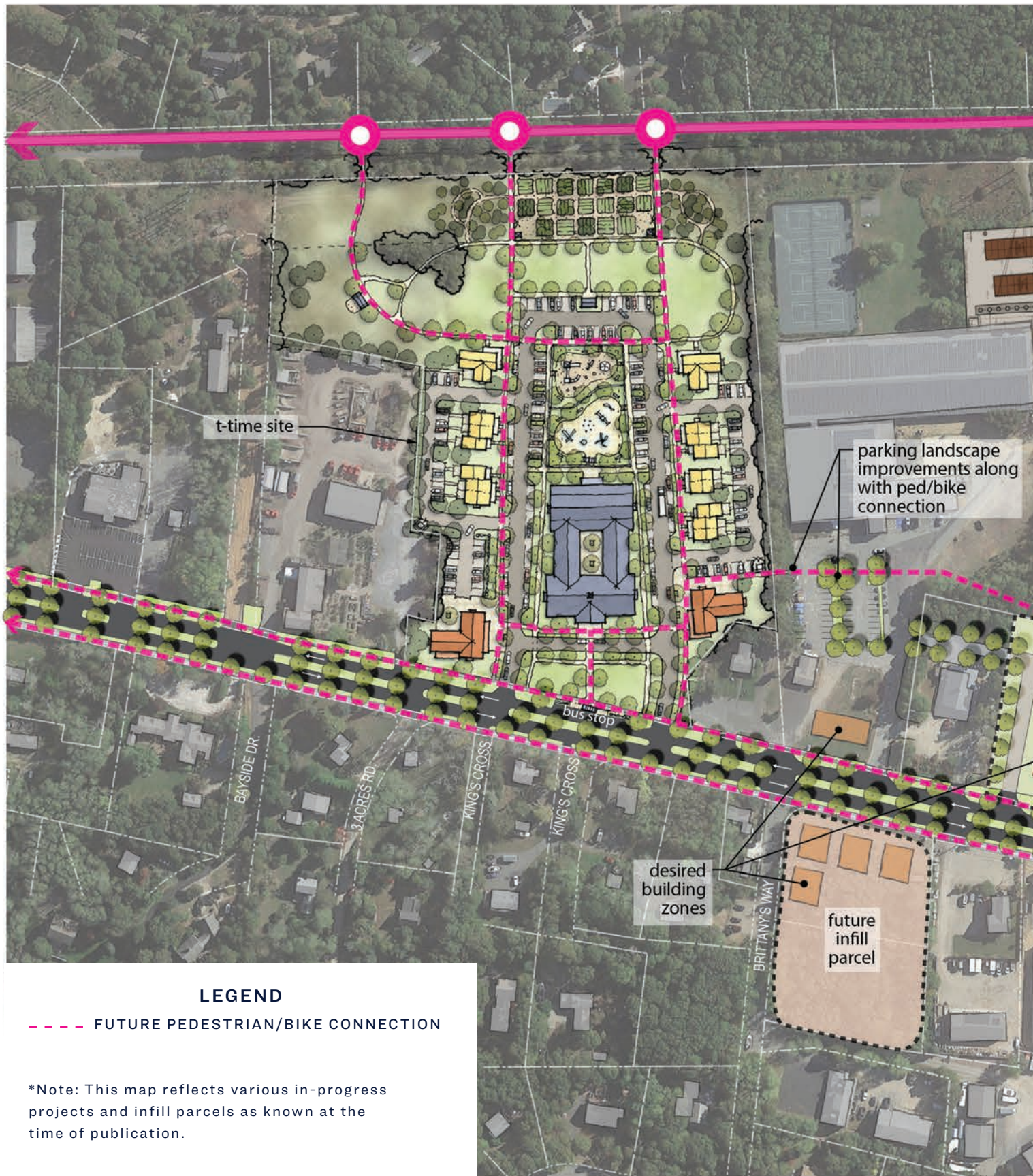


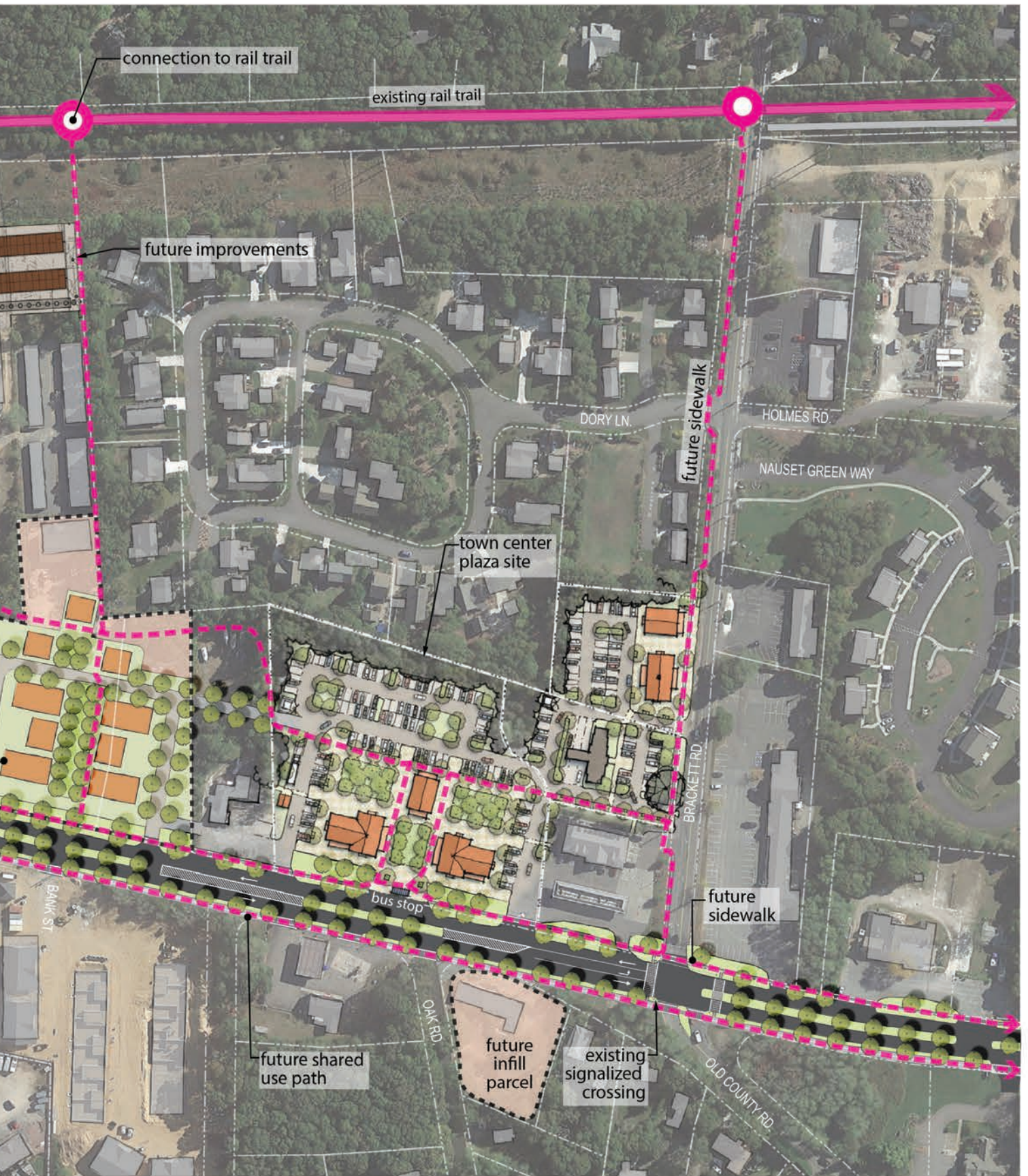
## SECTION 5

# Comprehensive District Plan

In addition to developing schemes for each of the individual town owned parcels, the Town asked the design team to generate a comprehensive district plan for the core area around the T-Time and Town Center parcels. This diagram highlights a number of key connections to consider as well as a number of future infill parcels that can further reinforce the goal of redeveloping this part of Town into a walkable village center.

# District Plan Map





connection to rail trail

existing rail trail

future improvements

town center plaza site

bus stop

future shared use path

future infill parcel

existing signalized crossing

future sidewalk

future sidewalk



## SECTION 6

# Other Considerations

- 76 Infrastructure
- 83 Open Space
- 87 Phasing
- 88 Identified Needs and Opportunities
- 90 Scale of Potential Investment
- 92 Rent Levels, Operating Assumptions,  
and Financial Feasibility
- 97 Fiscal Impacts
- 100 Notes on Potential Structure and  
Implementation Approach

# Wastewater

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## T-TIME AND TOWN CENTER PLAZA PROPERTIES

Conceptual wastewater treatment and disposal systems were designed for the sites to demonstrate compatibility with the final buildout schemes and as a basis for cost estimates. Each scheme proposes a gravity collection system with advanced treatment and subsurface disposal capable of meeting Massachusetts DEP Groundwater Discharge Permit requirements. Each site is located within Zone II Wellhead Protection Area. A DEP Groundwater Discharge Permit is required for flows exceeding 10,000 gallons per day (gpd). Based on this flow threshold, it is expected the T-Time site and possibly the Town Center Plaza site will require a DEP Groundwater Discharge Permit. The design and costs were assumed to exceed 10,000 gpd for the T-Time and Town Center Plaza sites for the purposes of this design study and cost estimate.

Layout of disposal beds includes required 25% reserve. It is assumed the disposal beds will be located under the T-Time site's east open/green space area at the rear of the site, and under the Town Center Plaza rear parking areas. No permanent structures (i.e. play equipment footings, light pole bases, trees, solar panels) are allowed within the footprints of the disposal beds, however they may be located under public open space or parking areas. The treatment plant areas would typically require a fenced enclosure.

Concurrent with the North Eastham Village Center project, the Town is undertaking a wastewater study to determine alternative sewer approaches within multiple watersheds to reduce nitrogen loads. The T-Time site in particular was identified as having potential to accommodate additional treatment and disposal capacity for offsite flows via new sewer in Route 6. At this time, the proposed T-Time and Town Center Plaza wastewater systems are designed specifically for the development program proposed for each site – offsite flows are not included in the designs or cost estimates.

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## COUNCIL ON AGING PROPERTY

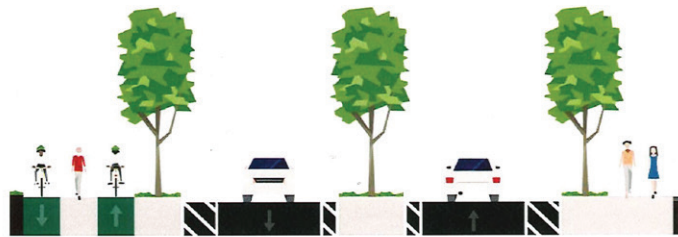
It is assumed that the buildout of the Council on Aging site will generate flows less than 10,000 gpd, and thus require a Title V wastewater system requiring innovative/alternative (I/A) treatment system because of the site's location within a Zone II area. The design of the system is to be determined, assuming disposal beds located under common spaces and/or parking areas.

# Transportation

The community expressed a clear vision for the continued evolution of the North Eastham study area to be a walkable and connected village center. Concurrent with the North Eastham Village Center project, the Town is in the midst of a town-wide Route 6 study to identify improvements that would improve safety and make Route 6 more bicycle and pedestrian friendly. Route 6 in the North Eastham Village study area is currently vehicle oriented, consisting of four lanes of vehicular travel, two in each direction. The posted Route 6 speed limit just south of Nauset Road and just south of Brackett Road is 40 miles per hour. Documented/observed speeds are on average exceeding the posted speed limit. Route 6 retrofit alternatives propose a “road diet” in the study area, reducing from four to two vehicular travel lanes and including a separated shared use trail and a landscaped median with left-turn pockets.

## PREFERRED OPTION

### Wellfleet Town Line to Brackett Rd.



Proposed section from Wellfleet town line to Brackett Road from Environmental Partners, presented to the Select Board on January 23.

This proposed retrofit of Route 6 is consistent with the Town’s placemaking and economic development objectives for the North Eastham district to be a vibrant, walkable village center. Reduction in travel lanes and the addition of street trees will have a positive effect on overall placemaking character, redevelopment value, and walkability/bikability safety and comfort within the district. The North Eastham Village Center District Plan (see *Comprehensive District Plan* section) demonstrates a connectivity framework to align public and private investment over time with the Town’s long-term vision for the district, including Route 6 improvements. As sites redevelop and public investments are made over time, the site redevelopment schemes and district plan should guide planning and design decisions towards supporting the following key principles – and be constantly revisited to ensure consistency. The design schemes for the T-Time and Town Center Plaza sites demonstrate the application of these principles.

- Proposed buildings face public streets and community spaces, with parking hidden behind the primary pedestrian realm.
- Curb cuts are consolidated, providing a more contiguous pedestrian-oriented streetscape and increasing safety through better predictability of turning movements and conflict points.
- A secondary north-south connection parallel to and east of Route 6 provides pedestrian/bicycle, and potentially vehicular, connectivity between Brackett Road and the T-Time site. In the short term, a connected trail would improve pedestrian/bicycle permeability between Route 6, the rail trail, and Brackett Road – better facilitating pedestrian/bicycle travel and enabling more of a “park once” strategy for those living within or visiting the district. In the long-term, the connection could interconnect rear parking areas for multiple sites in the district, serving as an alternative to Route 6 for some vehicular trips.
- East-west pedestrian/bicycle connections between the proposed Route 6 shared use path and the rail trail ensure and encourage pedestrian and bicycle transportation as a viable alternative to vehicle trips.
- Internal streets are designed for two-way vehicular travel, keeping lane width minimum while also accommodating service functions and emergency response and including sidewalks, street trees, and parallel parking.

The approach to street design and connectivity within the district should also consider sustainability and green stormwater infrastructure in every project. Requiring consideration of environmental sustainability as an integral part of all future transportation investment and measuring performance over time can have a significant positive impact. Minimizing extraneous pavement and planting of trees within the public right-of-way wherever possible are two simple strategies to reduce stormwater runoff and improve public health, with relatively minimal maintenance demands over time and a vast array of benefits. More detailed green infrastructure techniques such as bioretention systems and bioswales, tree trenches, and permeable pavement provide even greater opportunity for benefit.

A sub-grade stormwater recharge system in the *Wastewater* section for the T-Time property.



# Sustainability and Environmental Stewardship

The goals listed below should be the basis of site sustainability elements included as Town goals for future redevelopment projects. Detailed sustainability approaches should be required as part of development proposals in the future. Development requests for proposals should include more detailed guidelines or sections to ensure sustainability is addressed. Some municipalities utilize sustainability checklists for use in reviewing development proposals. Public projects can also serve as ideal opportunities to demonstrate green stormwater infrastructure implemented consistent with Eastham's desired character, as well as showcase a commitment to sustainability and resiliency.

- Maintain existing trees where possible.
- Minimize extraneous pavement (minimum width vehicular travel lanes, parking maximums and shared parking approaches).
- Utilize green stormwater infrastructure practices to naturally filter and infiltrate stormwater close to where it falls.
- Maximize tree planting using appropriate soil volume to support healthy root growth.
- Utilize native plantings and minimize ornamental lawn.
- Define maintenance budgets and responsible parties for landscape and stormwater management elements, and consider future operation and maintenance in stormwater management design.



Shared use path with green stormwater infrastructure.

# Sustainable Site Design

## GREEN STORMWATER INFRASTRUCTURE (GSI)

GSI practices such as bioretention systems, bioswales, and permeable pavement are designed to naturally filter, absorb, and store stormwater as close to where it falls as possible, reducing the impact of development on the environment and promoting the natural flow of water. Many GSI practices provide significant co-benefits including traffic calming, neighborhood beautification, and habitat value. GSI should be planned for and designed with maintenance in mind. All stormwater management infrastructure requires routine maintenance. The cost-effectiveness and ease of maintenance depends on context, constraints, and design. Current monitoring data shows that GSI practices often have a better chance of long-term function because they are typically visible, simple, easily understood, and often well loved by the surrounding community.

## TREES

Trees are stormwater machines. In addition to providing a host of environmental, economic, public health, and community benefits, trees draw moisture from the ground and intercept and store rainfall, which can significantly reduce local flooding, delay the onset and size of peak flows, and lessen requirements for additional costly stormwater management infrastructure. Street trees can also be planted within structural systems to provide room for long-term root growth and in some cases receive, filter, and infiltrate runoff from adjacent impervious areas such as streets and sidewalks. In addition, trees can help to buffer the impact of more intense rainfall that is anticipated with climate change. The more water can be intercepted and slowed in the face of more intense storms, the better off the local stormwater and transportation infrastructure will be.

## NATIVE PLANTING

Over the past century development has had a negative effect on the local ecology because of fragmentation and loss of habitat. Utilizing native species in our landscapes can help restore some of these lost ecological benefits by providing a food source and habitat for local insects and fauna while contributing to an increase in biodiversity. Additionally, because native species are adapted to local site conditions, they are frequently easier to maintain and require less additives such as fertilizer.



Green infrastructure at Washington Irving Middle School, Boston, Massachusetts.



Permeable pavement used for parking spaces.



Stormwater infrastructure and native plantings integrated into the common spaces at Cottages on Greene, East Greenwich, Rhode Island.

## Green Infrastructure TOOLKIT

### Bioswales

Bioswales are linear landscape elements designed to convey runoff. Typically bioswales are vegetated and provide water quality treatment. Bioswales designed with pretreatment facilities will perform higher filtering function and will require less maintenance over time.



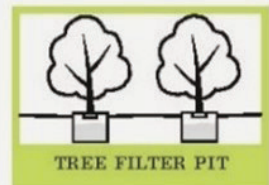
### Bioretention Basins

Bioretention basins are depressions in the landscape designed to collect and filter stormwater. A more highly engineered rain garden, bioretention basins typically have pretreatment forebays, perforated pipe underdrains, and special soils that help filter and enhance infiltration.



### Tree Filter Pits

Tree filter pits use stormwater runoff for irrigation. Primarily a water quality practice, runoff enters the systems from a deep sump inlet structure as a form of pretreatment. Stormwater is stored in the gravel reservoir below ground which allows the tree roots to soak up runoff.



### Stormwater Planters

Raised planters are ideal stormwater solutions for projects with space constraints adjacent to buildings. Roof runoff is diverted via downspouts into above-ground planters where microbes in the soil and around plant roots help to filter runoff before overflow into the storm system.



### Porous Pavement

A range of free-draining alternatives to typical impervious bituminous pavement and concrete are available, such as pervious concrete, porous asphalt, pervious pavers, and structured grass. Proper design of the system base and review of the existing subbase for infiltration capacity is required.



### Revert Pavement to Green Space

Often the simplest and most cost-effective green infrastructure retrofit, "grey to green" interventions replace extraaneous pavement with planted landscape, including tree planting if possible.



### Constructed Wetlands

Constructed wetlands mimic natural wetland function. Systems are designed for water at all times, either in saturated soil or as standing water. They are often designed with engineered soils and can include small islands and pools. Typically they are constructed as part of larger projects or systems.



# T-Time Property Open Space

A range of flexible and adaptable outdoor community spaces are woven into the final schemes for each of the three sites, balancing open space and redevelopment. The spaces are designed to be accessible and welcoming to the community and to enhance the development's character and value. The general location, size, and configuration of these public spaces are integral to the site concepts and should be required elements of future developer design proposals for the sites. Future detailed design development may require refinement and adjustment, but each space should be included and evaluated for consistency with the original design intent.

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## ROUTE 6 FORMAL GREEN

A small, formal green park faced by mixed-use buildings and the proposed community center building links the proposed T-Time site development to Route 6 and the community beyond. The park is critical element to the site development scheme, serving as a welcoming invitation into the site as well as a buffer between the proposed development and Route 6 traffic. Implementation of Route 6 improvements, especially including a road diet, sidewalk, bus shelter, and street trees, will improve activation and comfortable use of the green for small-scale gathering. This park size should be not too big and not too small – large enough to facilitate small-scale gathering, potentially to include small-scale fairs or food trucks; wide enough to function as a buffer to Route 6 traffic; and small enough to feel comfortable and human-scale with clear visibility across the space and to the proposed commercial uses and community building from Route 6. Council on Aging Site

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## COMMUNITY CENTER OPEN SPACE

A community open space internal to the site is designated for active outdoor play, potentially to include a splash pad and playground. The space is flexible, to be designed in detail in the future based on stakeholder input as a welcoming, active, recreation space for youth of various ages. The space's location immediately adjacent to the community center provides for clear connectivity between indoor and outdoor uses and programming.

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## RAIL TRAIL PARK

A variety of green spaces comprise the majority of the site's open space at the rear of the site. This area should provide for larger-scale passive open space that could accommodate both formal elements connecting the site's pedestrian and bicycle network to the rail trail as well as more natural open area, walking trail loops, and tree preservation where possible. Per neighborhood feedback, the eastern edge of the park will need to be screened.

Screening can be accomplished with landscaping and/or appropriate fencing as needed. It is assumed that the site wastewater beds will be located in some of the informal green spaces toward the back of the site, although not within the utility easement. Wastewater disposal design should be coordinated with park design to strategically locate disposal bed areas to minimize conflicts with desired park elements such as shade structures, light pole bases, and trees.

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#### PEDESTRIAN/BICYCLE CONNECTIONS

It is recommended that at least one east-west pedestrian connection through the site from Route 6 to the rail trail be designed as a two-way shared use path to allow for safe and comfortable non-motorized travel through the site. Clear wayfinding should be provided at the rail trail and Route 6 for orientation.

## Town Center Plaza Property Open Space

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#### ROUTE 6 FORMAL GREEN

Proposed buildings are designed to face small formal plazas. The plazas are intended to function as outdoor rooms, focal points of the development framed by buildings to provide a sense of enclosure. The spaces could be a mix of formal green lawn and hardscape, and could accommodate outdoor restaurant seating. Like the T-Time Route 6 green, the Town Center Route 6 Plazas serve as an aesthetically welcoming element to the community, and should buffer the development from Route 6 traffic without being so wide that the visual and pedestrian connection to proposed uses is compromised.

# Resilience Hubs

Resilience hubs are community-serving facilities augmented to support residents, coordinate communication, distribute resources, and reduce carbon pollution while enhancing quality of life. The Town could consider the community center's potential to cost-effectively double as a resilience hub – enhancing resilience and social equity during everyday, disruption, and recovery conditions:

- Providing educational information regarding climate change, energy efficiency, retrofit incentives, and other sustainability content, and providing a forum for residents to share with each other – from tools and cars to stories and art.
- Serving as shelters and cooling centers during extreme weather events, and activating to support the local community as needed during times of disaster and recovery.
- Connecting underserved and marginalized populations to resources, and building social networks and connections to town staff.
- Bolstering food and job insecurity.
- Empowering neighborhoods and residents to address injustice and build local connectivity and capacity.



Installation of temporary walking paths at T-Time.

# Phasing Considerations

Phasing for a multiple site project such as this will ultimately need to be a carefully choreographed procedure involving input from the town, their eventual development partners, and a number of other agencies. It will need to consider construction sequencing, permitting, financing, and a host of other issues. Consideration should also be given to prioritizing revenue-generating uses to potentially create funding resources for subsequent development.

That said, there are a number of critical path items that might begin to suggest a potential phasing sequence, especially if trying to employ a “move once” strategy for the existing tenants, avoiding the need for them to temporarily move into an off-site location during the construction process.

For instance, the Council on Aging (COA) parcel only becomes available for redevelopment once the COA has moved out of their existing facility. A “move once” scenario would suggest the new community center on the T-Time parcel that is intended to become their new home would need to be developed first, suggesting some amount of the master plan for the T-Time site would need to be realized prior to the COA site becoming available for redevelopment.

Similarly, if a “move once” scenario was being considered for the existing retail tenants on the Town Center parcel, one scenario would be to first build out the 5,000 square feet of new commercial space in the empty lot adjacent to the bank in combination with the 8,000 square feet of new commercial space proposed on the T-Time parcel. Assuming these new spaces met the needs of the existing tenants, they could move into these new spaces, leaving the remaining Town Center parcel available for redevelopment. A more nuanced version of this would be to build out either the new commercial space adjacent to the bank or on the T-Time parcel, then move a few of the existing tenants into those spaces, opening up a portion of the Town Center site to do an initial round of redevelopment while keeping the remaining existing tenants in place through that construction. They would then move into the new spaces once available, leaving the balance of the Town Center site to be redeveloped.

## IDENTIFIED NEEDS AND OPPORTUNITIES

The conceptual programs in each of the locations seek to address a number of identified needs within the Town in areas including economics, housing, social/recreation and infrastructure.

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### OFFICE & RETAIL

In the mixed-use components of the T-Time and Town Center areas, the plan allows for several varied and flexible spaces for regional office and retail. Each space is accessible, efficient and visible.

- An identified economic need within the market is for small (3,000-4,000 square feet) and divisible office spaces that are convenient to residences. As accelerated through the COVID-19 experience, more and more professionals are working remotely. All across the Cape and beyond, there has been sustained demand for smaller office spaces that allow professionals to work out of the house.
- In addition, many small businesses (such as accounting firms, law firms, small architectural or engineering firms) are seeking efficient spaces that are designed to support modern office functions - as opposed to converted homes or former retail spaces that are often seen on the Cape.

The concept plan allows a number of opportunities for well-located, efficient, flexible spaces with easy parking for employees or customers.

At the same time, the retail/dining spaces that are available offer an opportunity for more efficient and functional spaces.

- The plan provides an opportunity for existing and new businesses to lease an efficient footprint that can be right-sized to their need within a mixed-use as opposed to the traditional re-use of the typical stand-alone building and dedicated parking lot that is often seen on the Cape. This reduces the barrier to entry as well as ongoing maintenance costs.
- The concept plans also allow for more efficient loading/unloading and back of house operations

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### HOUSING

Throughout the information-gathering phase and in all market data, the need for housing in and around Eastham is acute. Beyond just the need for increased housing supply, a few key elements have also been identified and addressed through the plan:

- The need for varied housing – in terms of scale (living space and land) and price point
- The need for rental and for sale housing
- The need for income-restricted housing - as supported by Town policy changes for Inclusionary Zoning in 2022
- The need for new housing given the average age of existing housing stock in the region
- Several needs are not explicitly met within the concept plans, but can be explored as the potential for new units is further refined:
  - The need for full-year resident housing given pressures on existing stock for seasonal owners
  - The need for senior or age-restricted housing for those residents who are aging out of existing homes but desire to stay local

The proposed plan seeks to address these identified needs. As drawn, the plan includes:

	RESIDENTIAL (UNITS)						COMMERCIAL (SF)		
	RENTAL			FOR SALE			TOTALS	Community Center	Office / Retail
	Market Rate	80% AMI	100% AMI	Market For Sale	80% AMI	100% AMI			
<b>T-Time</b>	32	6	2	0	0	0	<b>40</b>	25,000	8,000
<b>Town Center Plaza</b>	24	6	0	0	0	0	<b>30</b>		15,000
<b>Council on Aging</b>	3	1	0	7	0	1	<b>12</b>		
<b>TOTALS</b>	<b>59</b>	<b>13</b>	<b>2</b>	<b>7</b>	<b>0</b>	<b>1</b>	<b>82</b>	<b>25,000</b>	<b>23,000</b>

In the conceptual analysis included herein, the Town of Eastham Zoning Bylaws; Section 7.7 Inclusionary Zoning Special Permit terms are reflected. This results in a conceptual estimate of sixteen dwelling units that are income restricted to those households earning either 80% or 100% of the Area Median Income (AMI).

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## SOCIAL/RECREATION

During the T-Time Committee’s public outreach process, the desire to incorporate a social/recreational hub (Community Center) was identified by residents and stakeholders given the lack of dedicated facilities in the Outer Cape region. This need was reinforced during this visioning process as a consistent desire and point of interest raised in the community discussions.

## INFRASTRUCTURE

A significant element of the conceptual plans includes infrastructure upgrades for the community in several forms:

- Additional (shared) parking that allows increased efficiency versus the current layouts
- Sidewalks and connectivity between parcels and to existing walks
- Improved traffic flow including enhanced loading and back of house access for office and retail users
- Green space
- Community Center
- Wastewater systems

## SCALE OF POTENTIAL INVESTMENT

Based upon the concept/master plans provided, an order of magnitude cost estimate for each area was established. For the T-Time parcel and the Town Center parcels, a category was added to capture potential 'infrastructure' components that may offer an opportunity to fund or complete outside of a defined real estate development project. As such, each parcel includes the following categories:

- Infrastructure. The complete costs of these elements are not likely to be able to be absorbed by a private real estate development project. As a result, in the conceptual analysis included herein, items related to infrastructure are captured separately. This is intended to help support further analysis and discussion on the various approaches to implementation including the potential for public funding to help catalyze the development.

For purposes of the narrative and outline, infrastructure includes:

- Parking (shared), driveways
  - Sidewalks and connectivity
  - Improved traffic flow
  - Green space
  - Signage
  - Utilities (upgrades or extensions) and wastewater system
  - Potential demolition of existing buildings and grading
- Private. The costs and assumptions captured in the 'Private' category are intended to be those that would most likely be related to a private (for profit or not for profit) real estate development. In general, these are the vertical construction costs and the soft costs associated with the creation of income-producing spaces (residential apartments, office and retail space, and for sale housing). The intent of separating these costs is to help inform a financial feasibility and to help further analysis and discussions related to the structure and approach to enable private development.
    - On the Council on Aging site, the Private component is separate into For Sale and Rental to help illustrate the financial feasibility of each approach. The private financing mechanisms differ between for sale and rental given the timing of income receipt and repayment of potential debt and equity invested.
  - Community Center. For the T-Time parcel, the costs associated directly with the Community Center are also captured separately. The intent of separating these costs is to help inform further analysis and discussions related to the structure and approach on this component of the overall plan.

In all assumptions, it should be noted that the numbers are at a conceptual level and sourced through a combination of:

- Project experience of the team in similar or comparable projects; most notably the at Sea Captains Row project in Hyannis and The Village at Nauset Green in Eastham as well as recent experience at Mashpee Commons.
- Local market survey information was also leveraged from CoStar data reports - a commercial real estate database subscription service and market standard.

In all cases, further design, engineering and due diligence will be necessary to inform more refined assumptions. The scale of each investment is approximated as follows:

#### T-TIME

USES OF FUNDS (BUDGET)				
	Community			Total
	Center	Infrastructure	'Private'	
Acquisition	\$0	\$0	\$0	\$0
Hard Costs   Building	\$10,000,000	\$0	\$15,707,380	\$25,707,380
Hard Costs   Site	\$1,500,000	\$3,478,000	\$110,000	\$5,088,000
Signage & Tenant Improvements	\$25,000	\$10,000	\$229,000	\$264,000
Soft Costs	\$2,445,250	\$732,481	\$2,325,890	\$5,503,621
Escalation & Contingency	\$1,394,525	\$422,048	\$367,445	\$2,184,017
Total (Order of Magnitude)	\$15,364,775	\$4,642,529	\$18,739,715	\$38,747,018

#### TOWN CENTER PLAZA

USES OF FUNDS (BUDGET)			
	Infrastructure	'Private'	Total
Acquisition	\$0	\$0	\$0
Hard Costs   Building	\$0	\$11,262,000	\$11,262,000
Hard Costs   Site	\$2,507,000	\$240,000	\$2,747,000
Signage & Tenant Improvements	\$0	\$430,000	\$430,000
Soft Costs	\$551,540	\$1,755,580	\$2,307,120
Escalation & Contingency	\$305,854	\$684,379	\$990,233
Total (Order of Magnitude)	\$3,364,394	\$14,371,959	\$17,736,353

#### COUNCIL ON AGING

USES OF FUNDS (BUDGET)				
	Infrastructure	'Private' Rental	'Private' For Sale	Total
Acquisition	n/a	\$0	\$0	\$0
Hard Costs   Building	n/a	\$1,512,000	\$4,224,000	\$5,736,000
Hard Costs   Site	n/a	\$282,500	\$282,500	\$565,000
Signage & Tenant Improvements	n/a	\$1,500	\$1,500	\$3,000
Soft Costs	n/a	\$251,440	\$631,120	\$882,560
Escalation & Contingency	n/a	\$102,372	\$256,956	\$359,328
Total (Order of Magnitude)		\$2,149,812	\$5,396,076	\$7,545,888

Please see Exhibit 1.0 for greater detail supporting the scale of the investment

### PROGRAMMATIC & REVENUE ASSUMPTIONS

Please see Exhibit 2.0 for greater detail on revenue and operating expense assumptions. These data points include apartment rental rates, for sale pricing, office and retail rents. The conceptual assumptions will be further refined by amenities and finish levels, market forces, lease structure, share of utility and common area expenses and other refined elements of each project.

In all assumptions, it should be noted that the numbers are at a conceptual level and sourced through a combination of:

- Project experience of the team in similar or comparable projects; most notably the at Sea Captains Row project in Hyannis and The Village at Nauset Green in Eastham as well as recent experience at Mashpee Commons.
- Local market survey information was also leveraged from CoStar data reports - a commercial real estate database subscription service and market standard.

### NOTE ON FINANCIAL FEASIBILITY

The capital costs for each given concept and market data have been combined to provide a simple, order of magnitude look at the financial feasibility of the proposed concepts. In its simplest form, the feasibility looks at the market value of a completed real estate development project versus the cost to produce the buildings.

Each area is evaluated to compare market value to cost and to determine the disconnect between those two points. In general, to be financially feasible, the market value of the completed projects should be greater than the cost to produce the project.

### SOURCES OF FUNDS VS. USES OF FUNDS

As part of the conceptual feasibility test, potential market **Sources of Funds** for each project were estimated. This was completed to illustrate the potential funding gap between likely, market determined sources of funds and the estimated budget (**Uses of Funds**) - to create the buildings and to improve the sites. Within the exercise, numerous assumptions were made based upon market data, team experience and available benchmarks. The intent is to offer an illustrative, order of magnitude review of financial feasibility.

If the general feasibility test is not met, and the market value is not greater than the cost, often a project needs to seek subsidy sources to fund the shortfall between traditional equity and debt that can be sought and secured.

It should be noted that the financial feasibility exercise contains no assignment of land nor acquisition value nor any costs associated with relocating existing tenants.

In all assumptions, it should be noted that the numbers are at a conceptual level and sourced through a combination of:

- Project experience of the team in similar or comparable projects; most notably the at Sea Captains Row project in Hyannis and The Village at Nauset Green in Eastham as well as recent experience at Mashpee Commons.
- Local market survey information was also leveraged from CoStar data reports - a commercial real estate database subscription service and market standard.

Given the many elements of infrastructure, the definition of the line between private and public investment impacts the subject feasibility test. The approach for disposition, long term lease or partnership will also greatly inform feasibility. The potential or ability for the Town to fund or to provide infrastructure for the potential development real estate development projects is an area that should be further explored in the potential procurement/implementation steps.

**ORDER OF MAGNITUDE USES OF FUNDS (BUDGET) & SOURCES OF FUNDS – PRIVATE**

**T-TIME**

<b>USES OF FUNDS (BUDGET)</b>				
	Community Center	Infrastructure	'Private'	Total
Acquisition	\$0	\$0	\$0	\$0
Hard Costs   Building	\$10,000,000	\$0	\$15,707,380	\$25,707,380
Hard Costs   Site	\$1,500,000	\$3,478,000	\$110,000	\$5,088,000
Signage & Tenant Improvements	\$25,000	\$10,000	\$229,000	\$264,000
Soft Costs	\$2,445,250	\$732,481	\$2,325,890	\$5,503,621
Escalation & Contingency	\$1,394,525	\$422,048	\$367,445	\$2,184,017
<b>Total (Order of Magnitude)</b>	<b>\$15,364,775</b>	<b>\$4,642,529</b>	<b>\$18,739,715</b>	<b>\$38,747,018</b>

<b>SOURCES OF FUNDS</b>			
		'Private'	
Commercial/Bank Debt	Calculated on market terms	\$9,928,448	53%
Equity	Calculated on market terms	\$2,272,044	12%
Funding Gap	Not avail. through market financing	\$6,539,224	35%
		<b>\$18,739,715</b>	

Please see Exhibit 1.0 & 3.0 for greater detail regarding Uses of Funds and Sources of Funds.

## TOWN CENTER PLAZA

<b>USES OF FUNDS (BUDGET)</b>			
	Infrastructure	'Private'	Total
Acquisition	\$0	\$0	\$0
Hard Costs   Building	\$0	\$11,262,000	\$11,262,000
Hard Costs  Site	\$2,507,000	\$240,000	\$2,747,000
Signage & Tenant Improvements	\$0	\$430,000	\$430,000
Soft Costs	\$551,540	\$1,755,580	\$2,307,120
Escalation & Contingency	\$305,854	\$684,379	\$990,233
<b>Total (Order of Magnitude)</b>	<b>\$3,364,394</b>	<b>\$14,371,959</b>	<b>\$17,736,353</b>

<b>SOURCES OF FUNDS</b>			
Commercial/Bank Debt	Calculated on market terms	\$8,247,645	57%
Equity	Calculated on market terms	\$1,887,406	13%
Funding Gap	Not avail. through market financing	\$4,236,908	29%
		<b>\$14,371,959</b>	

## COUNCIL ON AGING

USES OF FUNDS (BUDGET)				
	Infrastructure	'Private' Rental	'Private' For Sale	Total
Acquisition	\$0	\$0	\$0	\$0
Hard Costs   Building	\$0	\$1,512,000	\$4,224,000	\$5,736,000
Hard Costs  Site	\$0	\$282,500	\$282,500	\$565,000
Signage & Tenant Improvements	\$0	\$1,500	\$1,500	\$3,000
Soft Costs	\$0	\$251,440	\$631,120	\$882,560
Escalation & Contingency	\$0	\$102,372	\$256,956	\$359,328
<b>Total (Order of Magnitude)</b>	<b>\$0</b>	<b>\$2,149,812</b>	<b>\$5,396,076</b>	<b>\$7,545,888</b>

SOURCES OF FUNDS			
		'Private' Rental	
Commercial/Bank Debt	Calculated on market terms	\$884,900	41%
Equity	Calculated on market terms	\$202,502	9%
Funding Gap	Not avail. through market financing	\$1,062,410	49%
		<b>\$2,149,812</b>	

SOURCES OF FUNDS			
		'Private' For Sale	
Commercial/Bank Debt	Calculated on market terms	\$3,777,253	70%
Equity	Calculated on market terms	\$1,273,152	24%
Funding Gap	Not avail. through market financing	\$345,671	16%
		<b>\$5,396,076</b>	

Please see Exhibit 1.0 & 3.0 for greater detail regarding Uses of Funds and Sources of Funds.

The existence of a Funding Gap for private real estate development projects is not uncommon in secondary markets and in areas where costs are elevated such as the Northeast and particularly on Cape Cod. Many regional projects rely upon non-commercial funding sources beyond market standard commercial debt and private/investor equity to make them financially feasible. Potential and commonly used regional sources may include but are not limited to:

- Workforce Housing Initiative via MassHousing
- Affordable Housing Trust Fund via MassHousing /DHCD
- Various tools through MassDevelopment
- Massworks Infrastructure Program
- ARPA or CDBG funds
- In many communities within the Commonwealth, the anticipated real estate tax increment is leveraged to fund infrastructure components directly or indirectly. *District Improvement Financing (DIF) and Tax Increment Financing (TIF) are economic tools that promote redevelopment by use of public/private partnerships. TIF offers tax breaks to developers, while DIF channels tax dollars into targeted redevelopment districts.*<sup>1</sup> The use of these tools should be further explored as the planning process evolves.

#### **NOTE ON INCOME RESTRICTED HOUSING**

Reflected in several recent projects throughout the Cape, housing-related funding sources are often utilized to produce dwelling units. This approach is often reflected in the development of mixed income housing or *Affordable* housing. In general, Affordable housing tends to denote units that are available to households earning 60% or less than the Area Median Income (AMI). Thresholds for income restriction at or below 60% AMI allow for the potential to utilize Federal Low Income Housing Tax Credits (LIHTC). Often, specialized development firms (for profit or not for profit) work or partner with others to develop Affordable housing due to the unique financing and compliance items that the funding sources dictate.

The inclusion of income restricted *Workforce*-level housing tends to denote having a percentage of units restricted to households earning 80% or 100% AMI or less. The analysis included herein reflects a Workforce approach to be consistent with the *Town of Eastham Zoning Bylaws; Section 7.7 Inclusionary Zoning Special Permit*. The AMI levels do not allow for the leveraging of LIHTC and related tools as a funding source. As such, the units often are subsidized by the higher market rate units within the project. Funding sources at the state level are available to support Workforce housing creation.

#### **NOTE ON DENSITY**

As a general rule, increasing the allowable density of residential units would also drive improved economics by reducing the funding gap. This is basically a method to spread high fixed costs (site work, foundations, etc.) across more revenue-generating units. The density on the subject parcels and in the concept plans was the result of a balanced approach that captured other conditions and reflected community concerns.

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<sup>1</sup> <https://www.mass.gov/service-details/smart-growth-smart-energy-toolkit-modules-district-improvement-financing-diftax-increment-financing-tif>

**REAL ESTATE PROPERTY TAXES**

The most significant fiscal impact is likely the potential to increase real estate property taxes from increased density, level of improvements and enhanced land value.

In order to project potential real estate taxes:

1. Market data was applied to the conceptual program at each parcel. The market data determined the potential gross rental income or for sales income.
2. Then, an allowance for operating expenses was applied as was a market capitalization rate. This approach is a market standard for valuation via the Income Approach and is typical in appraisals and in tax assessments as a measure of value.
3. To this forecast value, the current tax or mill rate was applied to forecast an annual tax value to the Town upon completion of the development.
4. To determine the increment, current tax values were subtracted from the forecast amounts. The difference between the two values is listed as an increment – signifying an increase in approximate annual taxes paid to the Town against the current values.

The following assumptions inform a potential real estate tax amount as well as the new increment (new forecast taxes less the current tax basis).<sup>2</sup>

<b>REAL ESTATE PROPERTY TAXES</b>	Forecast Assessed Value	Tax Rate*	Forecast Taxes	Current Taxes (2022)
T-Time**	\$14,575,150	0.00724	\$105,524	\$8,748
Town Center	\$11,694,207	0.00724	\$84,666	\$11,858
Council on Aging	\$5,535,302	0.00724	\$40,076	\$6,603
	\$31,804,658		\$230,266	\$27,209
				annual taxes

\*Tax Rate for Fiscal Year 2023 is \$7.24 per \$1,000 of assessed value

\*\* Assume no RE Taxes on Community Center

Please see Exhibit 2.0 for greater detail supporting the real estate tax forecast.

<sup>2</sup> Town of Eastham Tax Assessment Database; [https://www.mapsonline.net/easthamma/web\\_assessor/search.php#sid=42576631d89116ff40fc64b6690d12f1](https://www.mapsonline.net/easthamma/web_assessor/search.php#sid=42576631d89116ff40fc64b6690d12f1); Jan 2023

Parcel	Assessed Value*	Real Estate Property Tax*	Note
4790 State Highway	\$1,208,300	\$8,748	T-Time
4550 State Highway	\$1,280,800	\$9,273	Town Center (TC)
85 Brackett Rd	\$357,100	\$2,585	TC Bank Outparcel
1405 Nauset Road	\$647,900	\$4,691	Council on Aging
0 Martha Street	\$264,100	\$1,912	Council on Aging
	\$3,758,200	\$27,209	

\* Current Taxes per tax assessment database; 12/7/2022. 2023 Tax rate of \$7.24/\$1000

### SCHOOL AGE CHILDREN

Typically, the second most significant fiscal impact to a municipality is the potential for new school age children to be added to the school system. It is understood that the existing school system has excess capacity. As such, the concern of adding students is mitigated and lessened than in other communities. Given reimbursement structure, there may be positive fiscal impacts of adding new students.

The following projections are based upon the published *National Homebuilders Association Economics and Housing Policy Group Study (May 2020)*, the following are benchmarks to predict school age children – in the case that the conceptual master plans are fully built out as designed and occupied:

### AVERAGE NUMBER OF PUBLIC SCHOOL CHILDREN PER HOUSING UNIT (NEW CONSTRUCTION)

	Single Family Detached	Single Family Attached	Multifamily 2-4 Units	Multifamily 5-19 Units	Multifamily 20+ Units
National	.43	.21	.25	.17	.06
Massachusetts	.35	Not avail.	Not avail.	.51	.09
Utilized for Projections	.43	.21	.25	.51	.09

**SCHOOL AGE CHILDREN | FORECAST\***

T-Time	3.60	*National Homebuilders Association Economics and Housing Policy Group Study (May 2020)
Town Center	2.70	
Council on Aging	2.68	
<hr/>		
Total School Age Children (Approx.)	8.98	

## NOTES ON POTENTIAL STRUCTURE AND IMPLEMENTATION APPROACH

Given the current ownership of the parcels and the uses and types of real estate development captured within the concept/master plans, several opportunities and avenues exist for public/private partnership or for public disposition to a private development entity.

For each of the areas, T-Time, Town Center and the Council on Aging – there are a number of potential structural/ownership options to allow for development to take place. Each parcel should be evaluated individually as the complexity and scale will differ on each. For the Town Center parcel plan, additional steps and consideration would need to be provided given the current ownership of the bank parcel (parcels located at both 75 and 85 Brackett Road).

In addition to the plan for disposition or development, the structure of the Community Center – both in its creation and development as well as in its operations may be a distinct evaluation process to define the best approach. Please see ‘COMMUNITY CENTER’ for notes on potential structures and for precedents and comparables.

For potential development of the parcels, subject to the caveats listed, the following are potential structures. Each option on T-Time, Town Center and Council on Aging has a multitude of sub-options and complications that should be further explored.

For purposes of the narrative and outline that follows, infrastructure includes:

- Parking (shared), driveways
- Sidewalks and connectivity
- Improved traffic flow
- Green space
- Signage
- Utilities (upgrades or extensions) and wastewater system
- Potential demolition of existing buildings and grading

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### CONCEPTUAL STRUCTURES/APPROACHES

#### LONG-TERM LEASE

Town enters into one or many long-term ground lease agreements that allow tenants to complete the development projects. This approach could be used to work with a Master Developer tenant that would be responsible for multiple aspects of the projects. Or, the Town could enter into a lease with multiple tenants for individual pad sites. For example, on the Town Center parcel, the Town could seek one Master Developer to implement all aspects of the plan or look to each building or grouping of buildings as a separate lease/tenant.

#### **Pros**

- Town identifies long-term partner through competitive process.
  - Town could seek larger master developers/tenants or lease to smaller users as ‘pad sites’.
- Town could generate recurring revenue sources through lease payments or through participation in returns. Town could seek a one-time upfront lease payment rather than a recurring annual payment - as economics allow.

- Town not burdened with development/building cost and process and is able to leverage targeted expertise and market professionals.
- Town could retain long-term control of the overall property.
- Town's desires can be met through lease terms (ie. greenspace remains accessible, parking remains non-dedicated, procurement requirements).
- Town may retain responsibility for maintenance/upkeep of key areas (parking, roadway, greenspace) to control quality and experience as well as to mitigate negative impacts on surrounding neighbors.
  - Portions of land that may remain public allowing opportunities for potential public funding sources
- Approach may allow flexibility in real estate taxes or PILOT (payment in lieu of taxes) program that helps promote the financial feasibility of developments.

#### Cons

- Need to Identify private/nonprofit partner(s) or tenant(s) through procurement process. Partnership is long-term; typically greater than 25 years.
- To allow private financing, a long-term lease must typically be for an extended period of time to satisfy commercial lender and investor requirements. It may also need to be assignable as collateral.
- May complicate taxation process (real estate taxes) given public ownership of the land
- May lead to continued public involvement in a role for which the Town may not be appropriately suited/staffed. A governance mechanism would need to be defined.
- Given the approach, may add to public works responsibilities in snow plowing, repaving, maintenance, etc.

#### FEE SIMPLE DISPOSITION TO MASTER DEVELOPER(S)

Town solicits for sale of each parcel to highest and/or most qualified buyers to entity that could fully develop all aspects of implementation.

#### Pros

- Sale proceeds will flow to the Town.
- Request for Proposals could be drafted to further refine criteria for developer as well as the scoring for the competitive process.
- Limited involvement in development for the Town or Town staff. Town may maintain oversight through planning, zoning process or apply further criteria to seek desired outcomes.
- Town has ability to create parcels in advance, allowing for flexibility in maintaining elements of infrastructure as desired.

#### Cons

- Per the feasibility models contained herein, land/acquisition values may be modest due to economics/financial feasibility.
- Having the Town commit to building or providing the commitment to common infrastructure may help the economics and increase values for the individual parcels. However, this also carries the price for said improvements.

- A defined real estate tax program, PILOT or TIF may help improve the value to a potential buyer.
- Lack of control of property / end use after disposition.
- Private ownership may hinder ability to leverage public funding sources for key components.
- Regulatory process of land disposition may require Town Meeting(s) or other processes that offer delays.

#### **FEE SIMPLE DISPOSITION OF LOTS OR PAD SITES**

Town solicits smaller pad sites for sale to highest and/or most qualified buyers to entities that would develop the individual parcels or pad sites. This approach could include the Town or a public/quasi public entity maintaining control of areas with infrastructure. Subdivision plan and approach would likely need to be fully defined in advance of sales and prior to Buyers being known.

#### **Pros**

- Sale proceeds will flow to the Town – likely over time as individual parcels are sold.
- Request for Proposals could be drafted to further refine criteria for developer as well as the scoring for the competitive process.
- Town has ability to create parcels as desired within the master plan; flexibility in maintaining elements of infrastructure as desired.
- Limited Town or Town Staff involvement in commercial development. Town can maintain oversight through planning, zoning process or apply further criteria to seek desired outcomes
- Opportunity for governing regime (akin to a condo association or homeowners association) to oversee common components. Or, ability to structure as public space as managed through public works, etc.
- Retained ownership may allow for public funding sources for key components.

#### **Cons**

- Publicly funded/developed infrastructure will likely require initial construction of common areas and infrastructure (creation of the pad sites) by the Town. Timing of commitments on purchasing pad sites would likely not be solidified until design, engineering and construction of common areas is defined and delivery is clear.
  - This process would require a likely public procurement process to design and to build these components – in advance of certainty of the amount of disposition proceeds that will be received.
- Per the feasibility models contained herein, land/acquisition values may be modest due to economics. Providing access to common infrastructure may help the economics and increase values.
- Regulatory process of land disposition may require Town Meeting(s) or other processes that offer delays.

In the described scenarios, there is an opportunity for the Town to define funding mechanisms for infrastructure and to allow for predictable revenue streams for the Town. Any TIF, DIF or bonds supported by sale proceeds or increases in tax revenues as a dedicated revenue stream could be defined. Please see calculations on the Tax Increment for scale of the potential.

#### **NOTES ON POTENTIAL STRUCTURE – TOWN CENTER PLAZA**

As part of the information gathering phase for the concept plans, there has been some discussion about the potential to allow existing or new retail and/or office operators on the Town Center parcel the opportunity to purchase (as a condominium or similar legal structure) their space. This would be in lieu of leasing the space. As part of the dialogue, it was noted that a condominium or similar structure could be used to allow the retail operators to also own/control related housing within the parcel to help address workforce challenges. The proposed structure could potentially address a number of concerns and issues that were heard related to operating a business in Eastham and other surrounding towns.

In further exploring this option as implementation plans are refined, analysis may be warranted to understand the level of capital investment that would be required to purchase newly constructed structures and the housing – as it may limit the pool of potential retailer and/or office users that could participate.

Another factor to be explored in evaluating the structure should likely be the governance or homeowner’s association/regime necessary to manage the approach. This would include common area maintenance and access, conveyance, non-compete elements and related items.

#### **NOTES ON POTENTIAL STRUCTURE – COMMUNITY CENTER**

The Community Center offers structural and implementation opportunities and complications that extend beyond those noted within the other potential real estate development projects. This is due to the fact that the Center will require an intensive and sustained plan for revenue generation, governance, membership offerings, staffing, maintenance and the related operations of the program and facilities.

It is recommended that a review and analysis of approaches for structuring and implementation include a look at existing benchmarks and case studies of existing facilities throughout the Commonwealth and beyond. Please see Appendix 4.0. for a summary of potential benchmarks and precedents.

To inform the appropriate approach, there are several gating questions to consider:

- *Will the Center serve the Region (beyond the Town residents) or only be made available for Eastham residents?*
- *Will the Center operate through public funding, subsidy and/or through membership revenue from private and/or public users?*
  - *The presence of a pool may impact the approach given the added costs as well as added potential revenue streams*

- *If publicly financed, through a municipal bond, DIF program, etc. –*
  - *How would this impact the Town's financial position?*
  - *Is there enough tax increment to sustain funding and operations?*
  - *What other public-side funding tools are available at the state level or federal level?*

Options to evaluate include:

#### Public Building & Public Operations

- This may allow increased potential to seek state or federal funding.
- Public development would likely require a public procurement process [TBD]/Town Meeting/Ordinance?
- From a governance standpoint, a Board or Committee would likely be necessary to manage the process and make decisions.
- Allowing an experienced operator to participate in the design and construction would be critical.

#### Public Building & Private Operations

- This may allow increased potential to seek state or federal funding for capital improvements
- Public development may require a public procurement process, Town Meeting, ordinance or other regulatory process that offer delays.
- From a governance standpoint, a Board or Committee would likely be necessary to manage the process and to make decisions.
- Allowing an experienced operator to participate in the design and construction would be critical.
- Private entity would operate under a lease or contract to operate and manage all day-to-day activities and business components including staffing. This mechanism would allow a means for repayment of public capital costs or financing costs.

#### Private Building & Private Operations

- Private development through long-term lease commitment could also be explored. In this approach, there are a range of structures that could be utilized. One example would be:
  - “DBFOM”. A Design, Build, Finance, Operate and Maintain approach allows a private entity to complete all aspects of the creation and ongoing function of a Center. This approach would require:
    - A defined timeframe or life of the agreement – typically 25 years or more.
    - A long-term commitment by the Town (or Towns) to provide or support a sustained revenue stream.
    - The approach typically demands an extensive agreement with a private entity/partner that contemplates all aspects of the building (design and specifications) as well as all aspects of the management and operation for decades to come.
    - The approach may provide a more simplified path to achieve the goal of a Center, but also requires a significant commitment. The cost of capital also tends to be closer to a private project which is typically a higher rate than may be available

through public bond or related public-side source.

- A termed commitment would likely allow the Town the right to purchase upon the end of the initial term.
- In any scenario, the Town may require a form of Governance to oversee and manage the creation and long-term operation of the Center.

Creation of New Entity (Quasi-public) for building & Operations

- Creation of a new entity to manage all aspect of building and/or operations. This approach may allow the Town to retain some level of control, seek public-side capital sources and also act as a stand-alone entity. This approach may be most appropriate of the Center is regional and seeks governance from multiple municipalities.

The listed options are intended to offer points in spectrum of structures. As reflected in the Exhibit 4.0. Community Space Benchmarking Matrix there are a number of combinations of elements that could be positioned to best match the opportunity and need. The structure and implementation plan should be tailored, through a detailed analysis, to provide an approach to financing, operations, governance that allows a sustainable model.



## SECTION 7

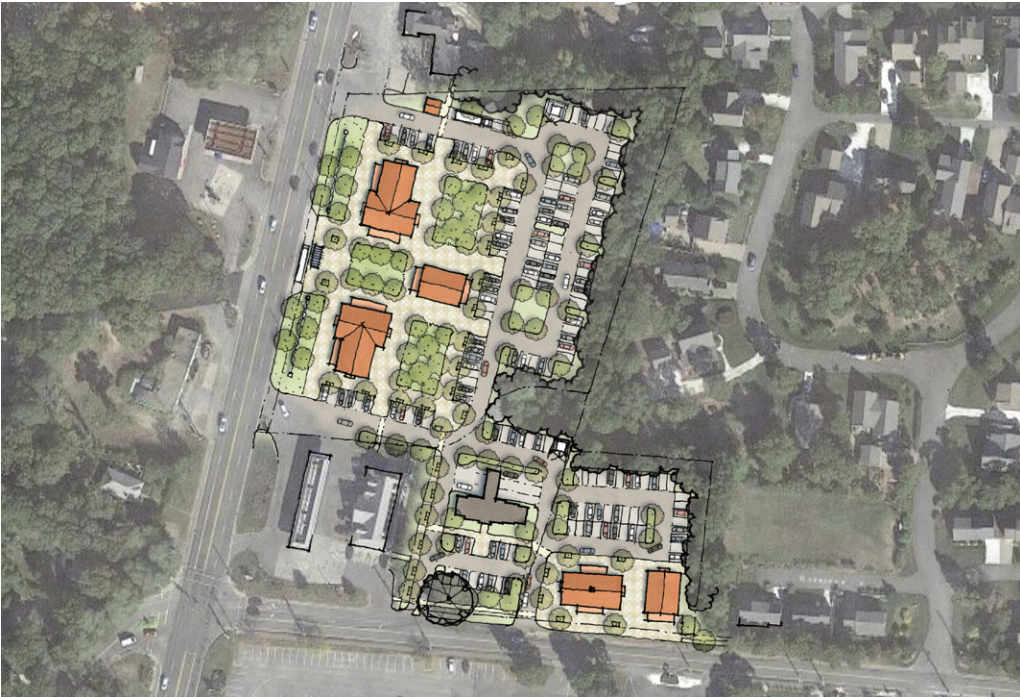
# Next Steps

## Next Steps

At the project outset, it was understood that this was just the next phase in a multi-phase development project for the Town. The first phase was the formation of the T-Time Committee and their great work helping refine the intended goals and program for each of the three town-owned parcels with input from the Eastham community. The second phase was this master planning process, generating conceptual schemes for each of the sites that gave physical form to those goals and needs. From here, there are several steps the Town will need to take to continue moving the vision forward.

First, the concepts shown here may require some modifications to the underlying zoning to set the stage for redevelopment. Ideally this work will take place in advance of the selection of development partners in order to streamline their efforts. One option is to review the existing zoning and make any needed modifications. Another option would be to generate a more comprehensive form-based code for this whole district that can guide not only the redevelopment of these parcels, but other future infill projects in this core area with the goal of creating a mixed-use, walkable village center. Consideration might also be given to creating a Smart Growth Zoning Overlay District per Chapter 40R of the state statutes. This approach seeks to create mixed-use districts along the lines of the vision created for these parcels by streamlining the development process and providing state funding.

Once these efforts are underway, the Town will also need to seek development partners to help bring these plans to fruition. The first step will be the generation of an RFP, based on this master plan and whatever zoning modifications the Town approves, that outlines the project goals and selection process. Once the RFP is created, efforts will need to be taken to get it in front of a wide variety of qualified partners based on the Town's preferred approach for the various sites. From there, development partners can be selected who will work with the Town to further refine the project designs and help attain the required approvals and funding. Once those are in hand, the projects can commence construction, bringing the Town's vision to reality.





## SECTION 8

# Appendix

112 Public Presentation Survey Questions

114 First Public Presentation Online Survey  
Results

122 Second Public Presentation Online Survey  
Results

128 Third Public Presentation Online Survey  
Results

135 Exhibit 1: Uses of Funds (Budget)

141 Exhibit 2: Revenue and Expense  
Assumptions

145 Exhibit 3: Sources of Funds - Calculations

149 Exhibit 4: Community Center Case  
Studies in Development/financing

## PUBLIC PRESENTATION SURVEY QUESTIONS

The “Getting to Know You” survey was handed to attendees and participants of the three public presentations held at the Eastham Public Library.

### North Eastham Village Center Master Plan

#### ‘Getting to Know You’ Survey

The following questions are optional, but we hope you'll answer them.

*Why?* It's important that we know who we're reaching. We want to make sure ALL voices are heard in Eastham. If we find that people of certain ages or backgrounds aren't being heard, we need to address that.

Thank you for your cooperation!

#### 1. What is your age?

- |                                   |                                |
|-----------------------------------|--------------------------------|
| <input type="checkbox"/> Under 18 | <input type="checkbox"/> 45-54 |
| <input type="checkbox"/> 18-24    | <input type="checkbox"/> 55-64 |
| <input type="checkbox"/> 25-34    | <input type="checkbox"/> 65+   |
| <input type="checkbox"/> 35-44    |                                |

#### 2. How do you identify?

- |                                 |  |
|---------------------------------|--|
| <input type="checkbox"/> Male   | <input type="checkbox"/> Other: Feel free to specify |
| <input type="checkbox"/> Female |  |

#### 3. What is your relationship to Eastham? (check all that apply)

- |   |   |
|---|---|
| <input type="checkbox"/> Own a business in Eastham  | <input type="checkbox"/> Work in Eastham  |
| <input type="checkbox"/> Year-round resident of Eastham                                   | <input type="checkbox"/> Seasonal resident of Eastham   |
| <input type="checkbox"/> On an Eastham Board, Commission or organization (Please specify) | <input type="checkbox"/> Live in Eastham (year-round or seasonal) Please specify your street: |

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**4. How do you identify your race or ethnicity** (please describe however you prefer to)?

**5. What is your annual household income?**

- |  |  |
|--|--|
| <input type="checkbox"/> Under \$15,000                | <input type="checkbox"/> Between \$75,000 and \$99,999   |
| <input type="checkbox"/> Between \$15,000 and \$29,999 | <input type="checkbox"/> Between \$100,000 and \$150,000 |
| <input type="checkbox"/> Between \$30,000 and \$49,999 | <input type="checkbox"/> Over \$150,000                  |
| <input type="checkbox"/> Between \$50,000 and \$74,999 |  |

**Would you like to stay in touch and informed of the planning process moving forward? If so, please provide your name and e-mail address below:**

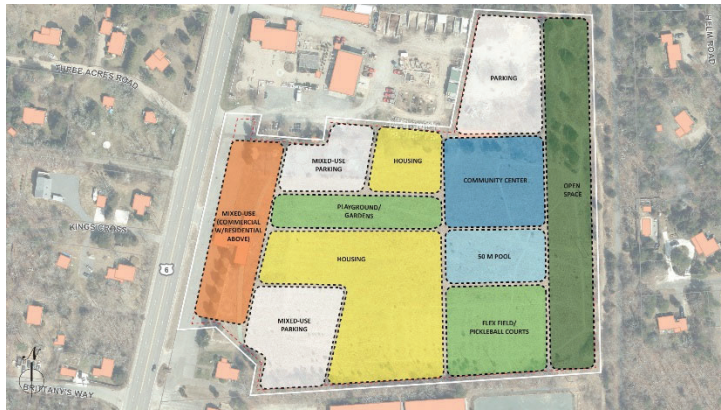
# North Eastham Village Master Plan Online Survey

Results as of May 31, 2022

Responses: 217

Survey ratings are on a scale of 1 (most negative) to 10 (most positive).

## T-Time Scenario 1



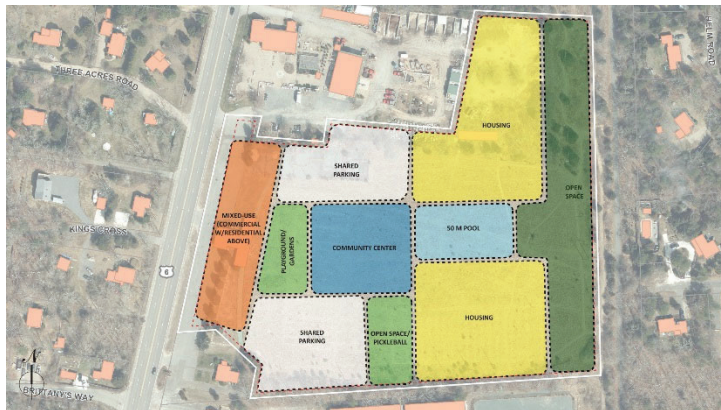
Most common rating: 5 (19.5% of responses)

Negative rating (1 or 2): 26.8%

Positive rating (9 or 10): 12.7%

Responses to this scenario were mixed but definitely leaned negative. A lot of people were in the middle on this one. Many noted that if the community amenities are all in the rear, they will feel more private than public and will be less inviting.

## Scenario 2

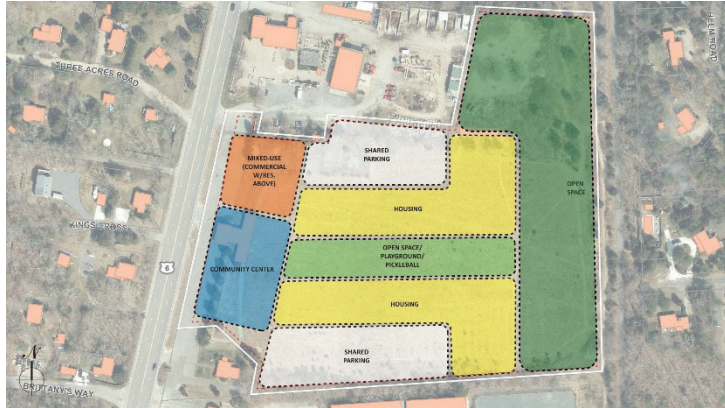


Most common rating: 10 (24.6% of responses)

Negative rating (1 or 2): 18.4%  
Positive rating (9 or 10): 37.7%

This scenario was clearly the favorite, though reviews were still mixed. Many people specifically commented that this is their preferred scenario (many with the caveat that there should not be a public swimming pool). Many people liked that the mixed use is in the front, with community and recreation space in the middle, and housing in the rear. Some people wanted to make sure the mixed use doesn't hide the community uses.

### Scenario 3



Most common rating: 1 (27.4% of responses)  
Negative rating (1 or 2): 33.3%  
Positive rating (9 or 10): 18.8%

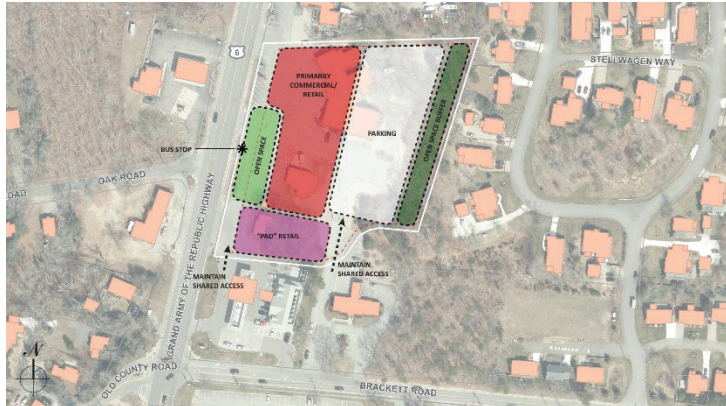
Overall, this was the most disliked of the scenarios. And the people who disliked it tended to feel strongly in that opinion. While some people appreciated the community center being along the street, many feared it would not feel safe or welcoming there.

### Common Open-Ended Responses

- Let the community uses drive the program – housing should be secondary or not part of the program at all.
- There should be more housing on the site.
- No need for commercial/retail space on the site.
- Need for more commercial/retail space on the site.
- Don't need outdoor recreation/Need indoor recreation.
- Make the site more sustainable (net zero buildings, solar panels, composting toilets, growing food, etc.) or leave much (or much more) of the site "green."
- Community uses should be visible and prominent from the street/keep noisy activities toward the front of the property and away from residential neighborhoods.
- Having recreational/community amenities along the street may be unsafe.
- Housing should be prioritized at the rear of the property.
- Concern that all the scenarios are trying to squeeze too much on the space.
- Several people specifically requested there be no pool but a significant minority expressed support for a pool.

# Town Center Plaza

## Scenario 1



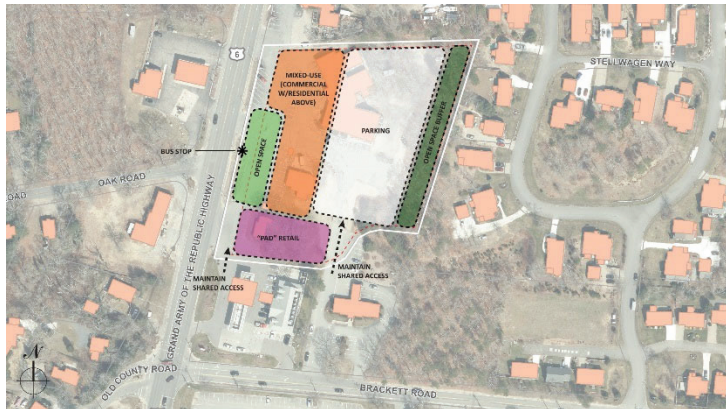
Most common rating: 10 (16.7% of responses)

Negative rating (1 or 2): 24.7%

Positive rating (9 or 10): 20.4%

While '10' was the most common rating, reviews for this scenario were very mixed, leaning negative. Some people feared open space along Rte 6 would not be inviting. Others would like to see at least SOME housing on the site.

## Scenario 2



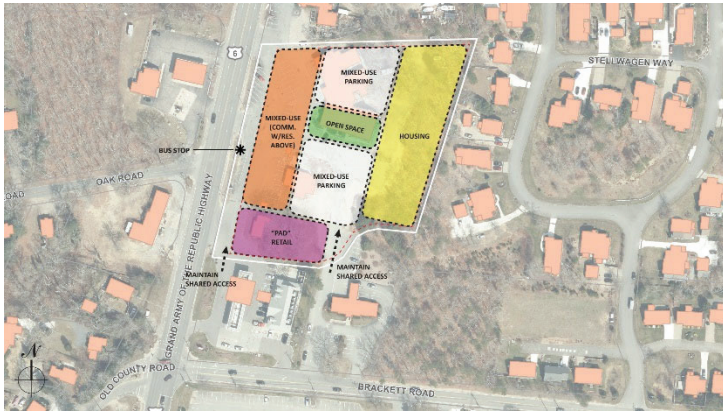
Most common rating: 7 (20.9% of responses)

Negative rating (1 or 2): 17.1%

Positive rating (9 or 10): 15.5%

Generally, people felt more positive about this than Scenario 1, but were still concerned about the location of the open space. Many people also felt there was perhaps too much parking and that more of the site could either be developed or used for green space.

## Scenario 3



Most common rating: 10 (22.4% of responses)  
Negative rating (1 or 2): 25.0%  
Positive rating (9 or 10): 30.2%

This was by far the most preferred scenario. Generally, people appreciated the mixed use up front, green space in the middle, and housing in the rear.

### Common Open-Ended Responses

- There is confusion about the concept of “pad retail.”
- Generally, people are supportive of mixed-use at this location, with some people preferring more of an emphasis on commercial and others on housing. Many people supported housing in the rear.
- Strong support for a design that is more walkable and bikeable.
- Some people would like to see more of an emphasis on green space – others fear green space along Route 6 will be unsafe and not well utilized. At best, people see it serving as a buffer.
- Several people have concerns about curb cuts and circulation.
- Many people expressed an interest in “Cape Cod” style design that is more attractive than what currently exists.

## Council on Aging Scenario 1



Most common rating: Tie between 1 and 5 (14.6% of responses each)

Negative rating (1 or 2): 21.1%  
Positive rating (9 or 10): 21.6%

This scenario was generally not well received. While a few people expressed support for keeping things the way they are, many more suggested that the current COA is not adequate for the community's needs. Many others also would like to see housing on the site (particularly if it is geared toward and affordable to seniors).

## Scenario 2



Most common rating: 10 (17.8% of responses each)  
Negative rating (1 or 2): 16.1%  
Positive rating (9 or 10): 28.2%

This was by far for the most preferred scenario. Many people like the idea of a cottage court (again, geared toward seniors) with a refurbished COA that could provide localized senior services. Many supporters of this scenario assume the Senior Center would still move to a new community center.

## Scenario 3



Most common rating: 1 (30.5% of responses each)  
Negative rating (1 or 2): 36.2%  
Positive rating (9 or 10): 20.7%

This was by far the least preferred scenario. Many people thought it would be inefficient to have single-family homes on this site. Others feared the increase in residential density. However, a strong minority supported this concept so long as the COA was moved elsewhere.

### Common Open-Ended Responses

- Many people support housing on this site, but particularly if it is aimed for seniors (along with other services for seniors). Some people questioned the efficiency of building single-family homes here, but many others expressed support for a cottage court. Many people like the idea of building housing but also rehabbing the existing building for senior support services.
- Some people (particularly those who live in the neighborhood) expressed concern about increasing residential density here.
- Respondents seemed to be split as to whether to leave the COA here or move it to a new community center.

## Getting to Know You Questions

### What is your age?

182 answers

65+: 39.0%

55-65: 23.6%

35-44: 20.9%

45-54: 10.4%

25-34: 5.5%

18-24: 0.6% (one respondent)

Under 18: 0

### How do you identify?

177 answered

Female: 67.8%

Male: 29.9%

Other: 2.3%

### What is your relationship to Eastham? (Check all that apply)

182 answered

Year-round resident of Eastham: 72.5%

Seasonal resident of Eastham: 28.6%

On an Eastham Board, Commission or organization: 7.1%

Work in Eastham: 6.6%

Own a business in Eastham: 2.8%

### How do you identify your race or ethnicity (please use your preferred descriptors)?

81 answered

White/Caucasian: 93.8%

Hispanic: 1.2% (One respondent)

Person of Color: 1.2% (One respondent)

Other (American, Human, Cape Codder): 3.7%

## What is your annual household income?

*141 answered*

Over \$150,000: 32.6%

Between \$100,000 and \$150,000: 22.0%

Between \$50,000 and \$74,999: 19.9%

Between \$75,000 and \$99,999: 14.9%

Between \$30,000 and \$49,999: 6.4%

Between \$15,000 and \$29,999: 4.3%

Under \$15,000: 0



# North Eastham Village Master Plan Online Survey #2

Final Results as of August 12, 2022

Responses: 141

Survey ratings are on a scale of 1 (most negative) to 10 (most positive) as to how well respondents think the schemes meet the community’s vision for the sites.

## T-Time Scheme A



Most common rating: 10 (27.1% of responses)

Negative rating (1, 2 or 3): 20.3%

Positive rating (8, 9 or 10): 57.9%

Responses to this scenario have been very positive to date. About 58% of respondents rate this scheme an ‘8’ or higher – given the wildly differing feedback from the first survey, this is very positive. People appreciate the balance between civic, residential, and commercial uses as well as open space. Concerns are largely a range of what we have heard before (pool/no pool, too much housing/not enough housing, too much commercial/not enough commercial, not enough green space, etc.).

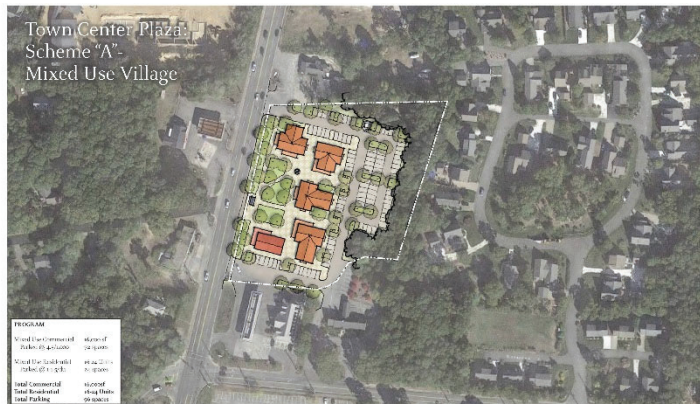
## Scheme B



Most common rating: 8 (15.4% of responses)  
 Negative rating (1, 2 or 3): 30.9%  
 Positive rating (8, 9 or 10): 29.4%

This scenario has gotten very mixed responses. Most people who commented suggested that if there are other places to manage wastewater treatment, the Town should prioritize them. People felt that T-Time is too great a development opportunity to use that much space for wastewater treatment. Other people noted that if the space has to be used for wastewater treatment, so be it.

## Town Center Plaza Scheme A



Most common rating: 10 (28.4% of responses)  
 Negative rating (1, 2 or 3): 13.4%  
 Positive rating (8, 9 or 10): 55.1%

Responses to this scenario have been very positive to date. Well over half of respondents rate this scheme an '8' or higher. Not quite as positive as the response for T-Time Scheme A, but still very positive given the wide range of responses to the first set of concepts. People appreciate the "top of shop" mixed use aspect of this scheme, align with the incorporation of green space that still keeps the commercial uses visible from the street. As with T-Time, some people are concerned there's not enough/too much housing. Support for commercial uses on the site is fairly widespread.

## Scheme B



Most common rating: 1 (14.5% of responses)  
Negative rating (1, 2 or 3): 30.7%  
Positive rating (8, 9 or 10): 32.3%

This scenario has gotten very mixed responses. Many people noted they did not think it made sense to have standalone housing on this site, and that mixed-use housing makes more sense here. Many people also preferred Scheme A because it expands the amount of commercial space (though a few people question if there's enough demand for more retail space).

## Council on Aging

### Scheme A



Most common rating: 1 (20.4% of responses each)  
Negative rating (1, 2 or 3): 30.6%  
Positive rating (8, 9 or 10): 36.1%

This scenario produced very mixed reactions, with the most common responses being either a '1' or a '10' followed by people right in the middle at a '5.' Many people suggested that the current COA is not adequate for the community's needs. Many others also would like to see housing on the site (particularly if it is geared toward and affordable to seniors). However, many people – particularly, it would seem, those who live adjacent to our in the general vicinity of the COA – would prefer not to see more residential density here.

## Scheme B



Most common rating: 10 (32.8% of responses each)  
Negative rating (1, 2 or 3): 24.0%  
Positive rating (8, 9 or 10): 51.2%

While this scheme was not favored as highly as the favored schemes for the other two sites, it currently has a positive rating from just over half of respondents. Again, some people, particularly abutters, are concerned about residential density and others want to leave the COA where it is (though at least a couple respondents noted they live in the vicinity and are supportive of a cottage community here). Many people are actively supportive of housing on the site, particularly if it is aimed at seniors and is affordable. Some people expressly noted support for partnering with Habitat for Humanity or another non-profit developer.

## Getting to Know You Questions

### What is your age?

127 answers

65+: 44.1%  
55-65: 22.1%  
35-44: 20.5%  
45-54: 10.2%  
25-34: 3.2%  
18-24: 0  
Under 18: 0

### How do you identify?

120 answered

Female: 56.7%  
Male: 41.7%  
Other: 1.7%

### What is your relationship to Eastham? (Check all that apply)

124 answered

Year-round resident of Eastham: 66.9%

Seasonal resident of Eastham: 32.3%  
On an Eastham Board, Commission or organization: 8.1%  
Work in Eastham: 8.1%  
Own a business in Eastham: 4.0%

### How do you identify your race or ethnicity (please use your preferred descriptors)?

*63 answered*

White/Caucasian: 90.5%  
Asian: 3.2%  
Brazilian: 1.6% (one respondent)  
Other comment: 4.8%

### What is your annual household income?

*74 answered*

Over \$150,000: 36.0%  
Between \$100,000 and \$150,000: 26.0%  
Between \$75,000 and \$99,999: 20.0%  
Between \$50,000 and \$74,999: 14.0%  
Between \$30,000 and \$49,999: 4.0%  
Between \$15,000 and \$29,999: 0  
Under \$15,000: 0



# North Eastham Village Master Plan Online Survey #3

Final Results as of November 14, 2022

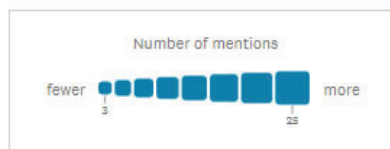
Responses: 52

All questions for this survey were open ended.

## T-Time

Do you have any new thoughts or ideas about this site that you haven't shared yet? Is there anything we have missed?

Responses: 49

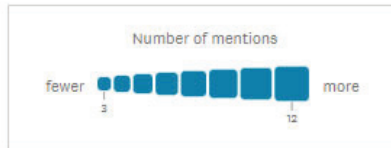


- As can be seen in the word cloud above, discussion of whether or not to have a pool on the property remains the most frequently cited issue. Over 25% of responses involved a pool, with a few more people against than for.
- The next most common response was from people who want to see more housing on the site (about 16%).
- About 10% are still concerned about traffic and access from Route 6.
- About 8% mentioned a desire to see more renewable energy and sustainability in the design (for example, rooftop solar).
- About 6% were explicitly supportive of a playground.

- About 6% have concerns about parking (not enough, or too much surface parking/would prefer a garage).
- About 6% would like to see better bicycle and pedestrian access.
- Other issues mentioned include . . .
  - How will signage be designed? How will drivers know what's on the property?
  - There should be more retail
  - Support for a dog park or lack of support for a dog park (about even)
  - Ensure that the property is accessible for seniors, people with disabilities
  - Keep the whole site as park space
  - More pickleball (indoors)
  - Reduce noisy outdoor activities
  - Make the project bigger/even better mixed-use town center
  - Get a clear sense of what Eversource will allow on the utility easement

Moving forward, is there anything new the Town should be considering as it prepares an RFP for this site?

Responses: 34



- A number of people reiterated their comments from the first question.
- As can be seen in the word cloud above, discussion of housing dominated this question. About 30% of respondents want to see more housing (affordable, workforce, senior), while about 6% want to see less housing/affordable housing.
- Other issues, not repeated from above, include:
  - Manage noise and traffic during construction
  - Have therapeutic treatments/facilities at the Community Center/COA

- Locate water recharge use elsewhere
- Have a plan for managing dogs and dog waste
- Have public bathrooms
- Have Town residents vote on the development plan
- Connect T-Time with Town Center Plaza (pedestrian/bike)
- Consider the overall cost to taxpayers
- Consider agreements with neighboring towns for sharing facilities

## Town Center Plaza

Do you have any new thoughts or ideas about this site that you haven't shared yet? Is there anything we have missed?

Responses: 31

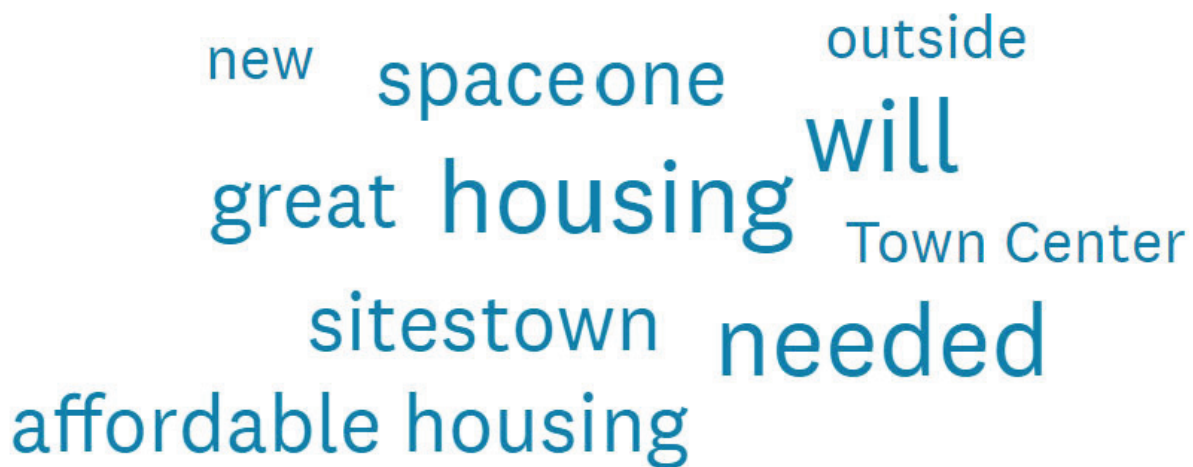


- Fewer people responded to the Town Center Plaza questions. Many offered general support for the concept for this site.
- As can be seen in the word cloud above, discussion of businesses dominated this question. Several people wanted to reiterate their general support for small businesses, on this property and nearby along Rte 6. A couple of people would like to see more businesses on the site (and less housing). A few people specifically expressed concerns about the Friendly Fisherman and that its needs be considered in any plans.
- About 16% would like to see more housing and less retail.

- A few people expressed concern about traffic and access from Rte 6. One person wondered how Bracket Road could be used to improve this. One person was concerned about sightlines with 3-story buildings and trees located so close to Rte 6.
- A few people would like to see specific amenities such as public restrooms, benches with backs, bike racks and other bike storage.
- A few people advocated for more renewable energy on site.
- Other comments included:
  - Not sure if mixed use is viable here
  - How will signage be handled?
  - Improve pedestrian and bicycle access
  - Add a parking garage. Add a row of surface parking along Rte 6.
  - Cap buildings at 2 stories
  - Ensure light pollution reduction

Moving forward, is there anything new the Town should be considering as it prepares an RFP for this site?

Responses: 22



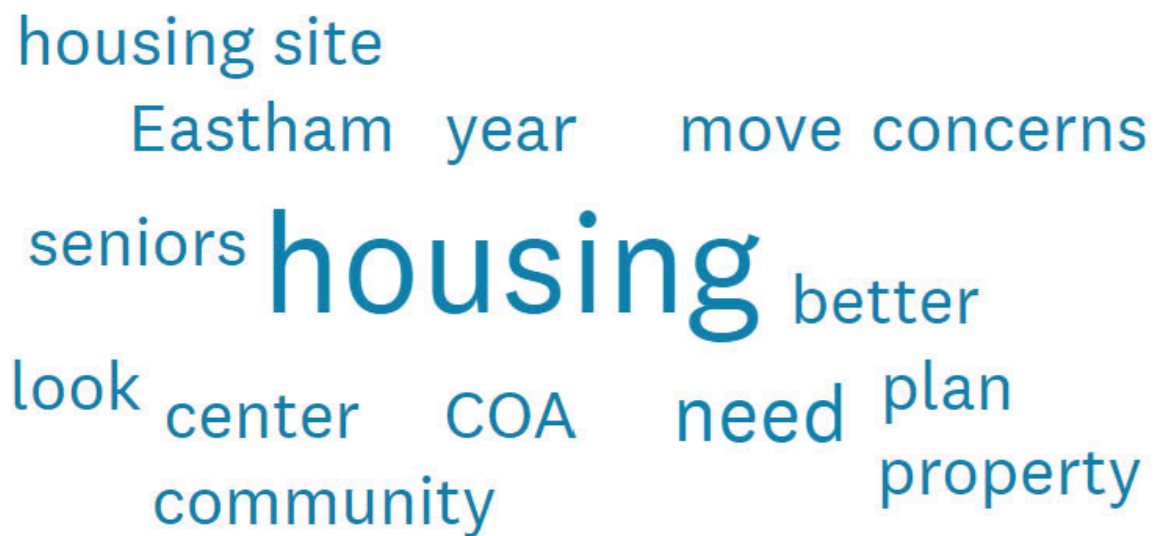
- A number of people reiterated their comments from the first question. Many offered general support and hoped that the redevelopment could happen quickly.
- As can be seen in the word cloud above, discussion of housing dominated this question, with many people advocating for more housing (though a couple advocating for less).
- A couple people advocated for less green space/landscaping in order to accommodate more development. One person advocated for more green space.
- Other issues, not repeated from above, include:
  - Can new septic systems support this redevelopment?

- There should be opportunities for outdoor dining
- Connect Town Center with T-Time (pedestrian and bicycle)
- Consider environmental protection – build sustainably
- Buy more land to increase the size of this site
- Split RFP into three parts: Residential construction, Non-residential construction, and long term property management

## Council on Aging

Do you have any new thoughts or ideas about this site that you haven't shared yet? Is there anything we have missed?

Responses: 19



- Only about 37% of survey respondents responded to this question on the COA. Many offered general support for the concept for this site.
- As can be seen in the word cloud above, discussion of housing dominated this question. Many people would like to see the housing here dedicated to 55+. Some want to see it expanded to general workforce housing. A few want to see more housing on the site, denser than standalone cottages. Others feel the cottages are the right type.
- A few people want to leave the site as is, and not move the COA to T-Time.
- Other comments included:
  - Keep the existing COA building and use it as adult day care
  - Have a gym at the site
  - Increase bus service to the area

- Consider selling this property and using the proceeds to get more of what we want at the other two sites
- Focus on more shared facilities for residents on this site
- Make sure there is bicycle storage

Moving forward, is there anything new the Town should be considering as it prepares an RFP for this site?

Responses: 11

- There were not enough responses to create a viable word cloud for this question.
- Many people reiterated the need for senior housing.
- Remember to plan for younger, more active seniors (50s and 60s) and not just older seniors.
- Be more considerate of neighbors – build housing along Nauset Road, not into the back of the property.



## Exhibit 1.0

### Uses of Funds (Budget)

Please Note: key variables and assumption are noted in [blue](#)

**T-Time**

<b>Budget</b>		Community Center	Infrastructure	'Private'	Total	Cost/SF   %	
Land/Acquisition	\$0	\$0	\$0	\$0	\$0		
Construction Costs							
Community Center	\$10,000,000				\$10,000,000	\$400	Includes permitting + prevailing wage
Commercial				\$2,200,000	\$2,200,000	\$275	Assumes "Vanilla Box" Delivery and Tenant Fit out.
Mixed-Use Residential				\$3,806,400	\$3,806,400	\$305	Same assumption as above with respect to commercial
Manor House Residential				\$2,757,120	\$2,757,120	\$320	Assumes sprinklered
Townhouse Residential				\$6,943,860	\$6,943,860	\$315	Assumes not sprinklered
Wastewater			\$2,043,000		\$2,043,000		per Horsley Witten; Jan 9 2023
Grading & Utilities	\$250,000		\$500,000		\$750,000		Assumes that it includes all utilities (power, water, sewer) for residential, foundation holes
Eversource Betterment Fee	\$0		\$0	\$0	\$0		TBD; will also have potential offset rebates
Roads/Curbs/Curb cuts	\$150,000		\$400,000		\$550,000		
Sidewalks			\$150,000		\$150,000		Assumes concrete.
Parking	\$250,000			\$50,000	\$300,000		
Plantings	\$75,000		\$125,000	\$25,000	\$225,000		Assumes plantings as shown on plan
Irrigation	\$75,000		\$120,000		\$195,000		Assumes irrigation for community center and public spaces.
Lighting (Exterior)			\$100,000	\$20,000	\$120,000		Assumes lamp posts for parking
Green Spaces			\$40,000		\$40,000		
Amenities & FF&E (Allowance)	\$500,000			\$15,000	\$515,000		Assumes gunnite splash pool only, and commercial playground equipment.
Playground (Pool)	\$150,000				\$150,000		
Community Center Courtyard	\$50,000				\$50,000		Assumes pervious pavers, plantings, lighting.
Signage	\$25,000		\$10,000	\$5,000	\$40,000		Assumes wayfinding, building, parking and other necessary signage.
Tenant Improvement Allowance				\$224,000	\$224,000	\$35	Per square foot allowance for commercial + retail; applied to 80% of gross SF
Soft Costs							Soft Costs calc. not incl. TI
Architectural & Engineering	9% \$1,037,250	9% \$313,920	6% \$949,343		\$2,300,513		Based upon comparable projects
Organizational, Legal & Professional	4% \$461,000	4% \$139,520	2% \$316,448		\$916,968		Based upon comparable projects
Marketing & Leasing	0% \$0	0% \$0	0.20% \$31,645		\$31,645		Based upon comparable projects
	3% \$0	2% \$0	1% \$0		\$0		

**T-Time**

Financing & Settlements	\$345,750 3%	\$69,760 4%	\$158,224 4%	\$573,734	Based upon comparable projects
Carrying Costs	\$345,750 2.0%	\$139,520 2.0%	\$632,895 1.5%	\$1,118,165	Based upon comparable projects
Development Fee	\$230,500 21%	\$69,760 21%	\$237,336 15%	\$537,596 0%	Based upon comparable projects
Project Escalation (Hard Costs)	\$0 10%	\$0 10%	\$0 2%	\$0	Today's dollars in rents; no escalation at concept level
<u>Project Contingency (Hard &amp; Soft Costs)</u>	<u>\$1,394,525</u>	<u>\$422,048</u>	<u>\$367,445</u>	<u>\$2,184,017</u>	
	\$15,339,775	\$4,642,528	\$18,739,715	\$38,722,017	
			\$468,493		

**Town Center Plaza**

**ALTERNATE SCHEME (INCLUDES BANK OUTPARCEL)**

	Infrastructure	'Private'	Total	Cost/SF   %	
<b>Budget</b>					
Land/Acquisition	\$0	\$0	\$0		
Construction Costs					
Mixed Use Commercial		\$4,125,000	\$4,125,000	\$275	
Mixed-Use Residential		\$7,137,000	\$7,137,000	\$305	\$216,273
Demolition	\$150,000		\$150,000		
Wastewater	\$1,392,000		\$1,392,000		
Grading & Utilities	\$300,000	\$50,000	\$350,000		
Eversource Betterment Fee	\$0	\$0	\$0		
Roads/Curbs/Curb cuts	\$250,000		\$250,000		
Sidewalks	\$100,000		\$100,000		
Parking	\$200,000	\$50,000	\$250,000		
Irrigation	\$50,000	\$10,000	\$60,000		
Plantings		\$75,000	\$75,000		
Lighting (Exterior)	\$35,000	\$35,000	\$70,000		
Green Spaces	\$30,000	\$0	\$30,000		
Amenities & FF&E (Allowance)		\$20,000	\$20,000		
Signage		\$10,000	\$10,000		
Tenant Improvement Allowance		\$420,000	\$420,000	\$35	
Soft Costs					
Architectural & Engineering	9%	6%	\$916,350		
	\$225,630	\$690,720			
Organizational, Legal & Professional	4%	3%	\$445,640		
	\$100,280	\$345,360			
Marketing & Leasing	0.00%	0.25%	\$28,780		
	\$0	\$28,780			
Financing & Settlements	3%	1.5%	\$247,890		
	\$75,210	\$172,680			
	4%	3%			

Assumes "Vanilla Box" Delivery and Tenant Fit out. Otherwise costs would be on par with Community Center - \$325 - \$350.

Assumes no haz mat remediation. per Horsley Witten, Jan 9 2023

TBD; will also have potential offset rebates

Assumes walkway lighting and lamp posts for parking

Per square foot allowance for commercial + retail; applied to 80% of gross SF

Soft Costs calc. not incl. TI

Based upon comparable projects

Based upon comparable projects

Based upon comparable projects

Based upon comparable projects

**Town Center Plaza**

**ALTERNATE SCHEME (INCLUDES BANK OUTPARCEL)**

Carrying Costs	\$100,280 2.00%	\$345,360 1.50%	\$445,640	Based upon comparable projects
Development Fee	\$50,140 22%	\$172,680 15%	\$222,820	Based upon comparable projects
Project Escalation (Hard Costs)	\$0 10%	\$0 5%	\$0	Today's dollars in rents; no escalation at concept level
<u>Project Contingency (Hard &amp; Soft Costs)</u>	<u>\$305,854</u>	<u>\$684,379</u>	<u>\$990,233</u>	
	\$3,364,394	\$14,371,959	\$17,736,353	
		\$399,221		

**Council on Aging**

	Infrastructure	'Private' Rental	'Private' For Sale	Total	Cost/SF   %
<b>Budget</b>					
Land/Acquisition		\$0	\$0	\$0	
Construction Costs					
Cottage Residential			\$4,224,000	\$4,224,000	\$330
Duplex Residential		\$1,512,000		\$1,512,000	\$315
Grading & Utilities		\$100,000	\$100,000	\$200,000	
Roads/Curbs/Curb cuts		\$50,000	\$50,000	\$100,000	
Sidewalks		\$20,000	\$20,000	\$40,000	
Parking		\$40,000	\$40,000	\$80,000	
Plantings		\$20,000	\$20,000	\$40,000	
Lighting (Exterior)		\$12,500	\$12,500	\$25,000	
Irrigation		\$25,000	\$25,000	\$50,000	
Green Spaces		\$5,000	\$5,000	\$10,000	
Amenities & FF&E (Allowance)		\$10,000	\$10,000	\$20,000	
Signage		\$1,500	\$1,500	\$3,000	
				\$0	
Soft Costs					
Architectural & Engineering		\$89,800	\$225,400	\$315,200	5%
Organizational, Legal & Professional		\$35,920	\$90,160	\$126,080	2%
Marketing & Leasing		\$8,980	\$22,540	\$31,520	0.50%
Financing & Settlements		\$35,920	\$90,160	\$126,080	2%
Carrying Costs		\$53,880	\$135,240	\$189,120	3%
Development Fee		\$26,940	\$67,620	\$94,560	1.5%
					14%
Project Escalation (Hard Costs)		\$0	\$0	\$0	0%
Project Contingency (Hard & Soft Costs)		\$102,372	\$256,956	\$359,328	5%
		\$2,149,812	\$5,396,076	\$7,545,888	
		\$537,453	\$674,510		

Assumes concrete. Asphalt would be less.

Assumes a single system.

Based upon comparable projects

Based upon comparable projects

Based upon comparable projects

Based upon comparable projects

Based upon comparable projects

Based upon comparable projects

Today's dollars in rents; no escalation at concept level

OK

## Exhibit 2.0

### Revenue & Expense Assumptions

Please Note: key variables and assumption are noted in blue

**Town Center Plaza**

ALTERNATE SCHEME (INCLUDES BANK OUTPARCEL)

Program	Gross Square Footage/Unit	# of Units	Total Square Footage	Parking	Rent(\$/SF)   (\$/Unit/Mo) or Sale Price
<b>TOWN CENTER PARCEL</b>					
Mixed Use Commercial	2,500	4	10,000	68	6.80 \$20
Mixed-Use Residential	780	16	12,480	33	\$2,500 \$1,740
Market 80% AMI 780 3,420					
<b>BANK OUTPARCEL</b>					
Mixed Use Commercial	2,000	1	2,000	16	8.00 \$20
Mixed Use Commercial	3,000	1	3,000	8	\$20
Mixed-Use Residential	780	8	6,240	13	\$2,500 \$1,740
Market 80% AMI 780 2 1,560					
			38,400	138	

Assume N.N.N.  
Assume one -bedroom  
Assume one -bedroom  
Assume N.N.N.  
Assume N.N.N.  
Assume one -bedroom  
Assume one -bedroom

**Market/Assessment Valuation**

	Gross Income	Less: Vacancy	Effective Gross	Less: Opex	Net Operating Income	Market Cap Rate	Market Value	Loaded Cap Rate	Assessed Value	per unit	Current Assessment*	Current Taxes*	Tax Increase
Mixed Use Commercial	\$300,000	5% (\$15,000)	\$285,000	5% (\$14,250)	\$270,750	7.00%	\$3,867,857	0.724%	\$3,505,308				
Mixed-Use Residential	\$845,280	35% (\$281,056)	\$803,016	35% (\$281,056)	\$521,960	5.65%	\$9,238,237	7.72%	\$8,188,899	\$511,806			
					\$792,710			6.37%	\$11,694,207	\$84,666	\$1,637,900	\$11,858	\$72,808

\* Current Taxes per tax assessment database; 12/7/2022. 2023 Tax rate of \$7.24/\$1000

4550 State Highway

85 Brackett Rd

**Town Center Plaza** *ALTERNATE SCHEME (INCLUDES BANK OUTPARCEL)*

Program	Gross Square Footage/Unit	# of Units	Total Square Footage	Parking	Rent(\$/SF)   (\$/Unit/Mo) or Sale Price
TOWN CENTER PARCEL					
Mixed Use Commercial	2,500	4	10,000	68	\$20 <small>Assume N.N.N.</small>
Mixed-Use Residential	Market 780	16	12,480	33	\$2,500 <small>Assume one -bedroom</small>
BANK OUTPARCEL	80% AMI 780	4	3,120		\$1,740 <small>Assume one -bedroom</small>
Mixed Use Commercial	2,000	1	2,000	16	\$20 <small>Assume N.N.N.</small>
Mixed Use Commercial	3,000	1	3,000	8	\$20 <small>Assume N.N.N.</small>
Mixed-Use Residential	Market 780	8	6,240	13	\$2,500 <small>Assume one -bedroom</small>
	80% AMI 780	2	1,560		\$1,740 <small>Assume one -bedroom</small>
			38,400	138	

**Market/Assessment Valuation**

	Gross Income	Less: Vacancy	Effective Gross	Less: Opex	Net Operating Income	Market Cap Rate	Market Value	Loaded Cap Rate	Assessed Value	per unit	Current Assessment*	Current Taxes*	Tax Increase
Mixed Use Commercial	\$300,000	5% (\$15,000)	\$285,000	(\$14,250)	\$270,750	7.00%	\$3,867,857	0.724%	\$3,505,308				
Mixed-Use Residential	\$845,280	(\$42,264)	\$803,016	(\$281,056)	\$521,960	5.65%	\$9,238,237	7.72%	\$8,188,899	\$511,806			
				35%	\$792,710			6.37%	\$11,694,207	\$84,666	\$2,419,100	\$17,514	\$67,152

\* Current Taxes per tax assessment database, 12/17/2022. 2023 Tax rate of \$7.24/\$1000

4550 State Highway 75 Brackett Rd

85 Brackett Rd

**Council on Aging**

Program	Market	100% AMI	80% AMI	Gross Square Footage/Unit	# of Units	Total Square Footage	Parking	Rent(\$/SF)   (\$/Unit/Mo) or Sale Price
Cottage Residential (For Sale)	Market			1,600	7	11,200	16	\$736,000
				1,600	1	1,600		\$383,302
Duplex Residential (Rental)	Market			1,200	3	3,600	8	\$2,900
				1,200	1	1,200		\$1,958
					12	17,600	24	

Comps include Cedar Banks, other assume two bed; household of 3  
 assume two bed; household of 3  
 assume two bed; household of 3

**Market/Assessment Valuation**

	Gross Income	Less: Vacancy	Effective Gross	Less: Opex	Net Operating Income	Market Cap Rate	Market Value	Loaded Cap Rate	Assessed Value	per unit	Current Assessment*	Current Taxes*	Tax Increase
		5%						0.724%					
Cottage Residential (For Sale)	\$5,152,000		\$5,152,000				\$5,152,000		\$5,152,000	\$736,000			
Cottage Residential (For Sale)	\$383,302		\$383,302				\$383,302		\$383,302	\$383,302			
Duplex Residential (Rental)	\$104,400	(\$5,220)	\$99,180	(\$29,754)	\$69,426		\$1,228,779		\$1,089,206	\$363,069			
				30%		5.65%		6.374%					
Duplex Residential (Rental)	\$23,496	(\$1,175)	\$22,321	(\$6,696)	\$15,625		\$276,546		\$245,134	\$245,134			
				30%		5.65%		6.374%					
									\$5,535,302	\$40,076	\$912,000	\$6,603	\$33,473

\* Current Taxes per tax assessment database: 12/7/2022. 2023 Tax rate of \$7.24/\$1000  
 1405 Nauset Road + 0 Martha Street

## Exhibit 3.0

### Sources of Funds - Calculations

Please Note: key variables and assumption are noted in blue

## Town Center Plaza

ALTERNATE SCHEME (INCLUDES BANK OUTPARCEL)

### Sources of Funds- 'Private' Development ONLY

#### Commercial Debt Financing - Approximation

Supportable amount forecast as lesser of two constraints

Total Net Operating Income	\$792,710	Calculated in Ex. 2.0
Blended Capitalization Rate	6.11%	Calculated in Ex. 2.0
Market Value (NOI/Cap Rate)	\$12,971,665	Income Approach; based upon blended cap rate
Loan to Value	75%	Potential to increase if subsidy
Max Loan Amount (per constraint)	\$9,728,749	
Debt Service Coverage Ratio	1.20	
Interest Rate	6.25%	
Loan Term (Amort) (Years)	25	
Max Loan Amount (per constraint)	\$8,247,645	

#### Commercial Equity Financing - Approximation

Pro Forma abstract:

Net Operating Income (NOI)	\$792,710	
Less: Debt Service	(\$660,592)	calculated per assumptions above
Cash Flow Available After Debt Service	\$132,118	
Solve for Annual Return Threshold:	7.00%	
Supportable Equity	\$1,887,406	

**T-Time**

**Sources of Funds - 'Private' Development ONLY**

<b>Commercial Debt Financing - Approximation</b>		
<i>Supportable amount forecast as lesser of two constraints</i>		
Total Net Operating Income	\$954,258	Calculated in Ex. 2.0
Blended Capitalization Rate	5.85%	Calculated in Ex. 2.0
Market Value (NOI/Cap Rate)	\$16,300,170	Income Approach; based upon blended cap rate
Loan to Value	75%	Potential to increase if subsidy
Max Loan Amount (per constraint)	\$12,225,127	
Debt Service Coverage Ratio	1.20	
Interest Rate	6.25%	
Loan Term (Amort) (Years)	25	
Max Loan Amount (per constraint)	\$9,928,448	

<b>Commercial Equity Financing - Approximation</b>		
<i>Pro Forma abstract:</i>		
Net Operating Income (NOI)	\$954,258	
Less: Debt Service	(\$795,215)	calculated per assumptions above
Cash Flow Available After Debt Service	\$159,043	
Solve for Annual Return Threshold	7.00%	
Supportable Equity	\$2,272,044	

## Council on Aging

<b>Commercial Debt Financing - Approximation</b>	
<i>Supportable amount forecast as lesser of two constraints</i>	
RENTAL	FOR SALE
Total Net Operating Income	\$85,051
Capitalization Rate	5.65%
Market Value (NOI/Cap Rate)	\$1,505,325
Loan to Value	75%
Max Loan Amount (per constraint)	\$1,128,993
Debt Service Coverage Ratio	1.20
Interest Rate	6.25%
Loan Term (Amort) (Years)	25
Max Loan Amount (per constraint)	\$884,900
Loan to Cost	70%
Loan Amount	\$3,777,253
	Calculated in Ex. 2.0
	Calculated in Ex. 2.0
	Income Approach; based upon blended cap rate

<b>Commercial Equity Financing - Approximation</b>	
RENTAL	FOR SALE
<i>Pro Forma abstract:</i>	
Net Operating Income (NOI)	\$85,051
Less: Debt Service	(\$70,876)
Cash Flow Available After Debt Service	\$14,175
Solve for Annual Return Threshold:	7.00%
Gross Sales Proceeds	\$5,535,302
Less: Brokerage Fee	(\$332,118)
Net Sales Proceeds	\$5,203,184
Repayment of Debt	(\$3,777,253)
Equity Return	\$1,425,930
Required Return on Equity	12.00%
Supportable Equity	\$202,502
	\$1,273,152
	calculated per assumptions above

## Exhibit 4.0

### Community Center Case Studies in Development/Financing

## Community Center Case Studies in Development/Financing

ORGANIZATION NAME	OWNERSHIP TYPE	MEMBERSHIP/ REVENUE	FACILITY CONSTRUCTION FUNDING SOURCES
Berkshire South	501c3 established in 1996. Acquisition and construction by organization.	Fundraising, Rental Fees, Class Fees + Membership Model	Individual Donors Foundation Funding
Northampton Community Arts Trust	501c3 established in 2010 to acquire properties for long-term leases with art-centric organizations and businesses.	Fundraising, Rental Fees + Class Fees	\$2.5M Federal Funding \$150,000 MA Cultural Council Other Sources Unknown
Berkshire Innovation Center	501c3 established in 2014 serves as operator of facility owned and constructed by Pittsfield EDA.	Membership Model + Industry Sponsors	\$6.5M Life Sciences 2008 Bond \$3.2M Mass Life Science Center \$2.3M MA/Pittsfield EDA/MDFA
Senior Center @ RiverMills Center	Owned and operated by City's Council on Aging Department.	Private Donations, State + Federal Funding	\$8.2M in State, Federal, Municipal and Private Donations
Jewish Community Center of the North Shore	501c3 established in 1912.	Fundraising, Membership Model + Class Fees	Unknown
South Shore Community Center	501c3 established in 1944.	Fundraising, Membership Model + Class Fees	Unknown
Cambridge Center for Adult Education	501c3. established in 1870.	Fundraising + Class Fees	Unknown
Dr. Martin Luther King Community Center	501c3 established in 1922 by the Trustees of the Newport Historical Society. Located to its current facility in 1968.	Private Donations, Foundations, State + Federal Funding	State/Federal Dollars Foundation Funding

FACILITY	SERVICES OFFERED	ADDRESS
40,000 sf (approx.) new construction completed in 2002. Facility features auditorium, gymnasium, weight room, pool, kitchen and community spaces.	Regional community center offering: aquatics center, childcare, adult and children programming, fitness and rental space.	15 Crissey Rd, Great Barrington, MA
25,000 sf (approx.) new construction. Facility features community performance and rental spaces leased by the Northampton Center for the Arts.	Local community center offering: adaptable rental space for artists, performers, students and educators.	33 Hawley St, Northampton, MA
20,000 sf new construction. Innovation center located in the William Stanley Business Park.	Regional center offering: makerspace, classroom, labs, event space and accelerator space.	45 Woodlawn Ave, Pittsfield, MA
21,000 sf new construction completed in 2014. Facility features café space, fitness space, community/meeting space, classrooms and library.	Local community center offering: educational, fitness and gathering spaces for Chicopee residents 60 years or older.	5 W Main St, Chicopee, MA
50,000 sf (approx.) center with pool, gymnasium, weightroom, kitchen and community spaces.	Regional community center offering: childcare, aquatic center, fitness, adult and children programming, and community events.	4 Community Rd, Marblehead, MA
17,000 sf (approx.) converted colonial house with classrooms, bowling alley and community spaces.	Local community center offering: preschool, childcare and children programming. Adult evening classes available.	3 North Main St, Cohasset, MA
11,000 sf (approx.) converted colonial house with classroom and community spaces.	Local community center offering: adult classes and programming varying from arts, culinary to language.	42 Brattle St, Cambridge, MA
20,000 sf (approx.) former Navy USO building with classroom and community spaces.	Local central service provider for at- risk individuals, families and seniors. Programs offered: hunger programs, preschool, afterschool, adult programming, health clinics.	20 Dr. Marcus Wheatland Blvd, Newport, RI

