



Endless Summer: Managing Character in Coastal Communities

Conference Proceedings, October 6-8, 2004
Provincetown, Massachusetts

University of Massachusetts Amherst
Department of Landscape Architecture and Regional Planning

National Park Service
Cape Cod National Seashore
Olmsted Center for Landscape Preservation
Conservation Study Institute



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Sponsored by

National Park Service
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Conservation Study Institute
University of Massachusetts Amherst



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- Dan Dray, Cape Cod Economic Development Council
- Wendy Northcross, Cape Cod Chamber of Commerce
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- Emily Beebe, Conservation Commission, Wellfleet

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- Peter Watts, Zoning Board of Appeals, Wellfleet

Foreword

Inspiration, reflection, and renewal of the spirit are very much a part of experiencing the Outer Cape. While its physical beauty inspires artists and poets and attracts a steady stream of tourists, much of the character of the Outer Cape has been shaped by its long history of human use and settlement. To preserve areas with unique resources, the Cape Cod National Seashore was created in 1961 as a unit of the national park system. Designated parkland is interwoven along the perimeters of six towns including Chatham, Orleans, Eastham, Wellfleet, Truro, and Provincetown, with some 600 inholdings of private property within the park boundaries. The close proximity of villages and cultural sites to beaches, ponds, bays, and dunes and the diverse opportunities to enjoy these resources contribute to the charm of the Outer Cape.

The park's legislation and 1998 General Management Plan (GMP) state the goal of preserving the way of life or "culture" established and maintained by the people who have lived and are living on the Outer Cape. But protecting these resources and at the same time providing for their continued use present significant challenges for all residents and land managers on the Cape.

The continuing attraction of the Cape to tourists and new residents has proved a mixed blessing, providing a valuable source of income but also bringing an increase in development and commercialism that threaten the very elements most residents and visitors seek (GMP, 7).

These conference proceedings address one of our greatest challenges on the Outer Cape: finding a balance in which the human needs of today and tomorrow are addressed within the context of both preservation and tradition. This document is both the culmination of a multi-year planning effort as well as a starting point for further discussion and actions.

As the new superintendent of Cape Cod National Seashore, I would like to recognize the role of former superintendent Maria Burks and acting superintendent Mike Murray. Both took active roles within the Outer Cape communities to identify key issues related to preserving their character and "way of life" and to seek a consensus-based approach for bringing together members from the six Outer Cape towns. I would also like to recognize the support provided by John Maounis and Robert Page from the National Park Service Northeast Region for their support in addressing issues related to preserving the character of the Outer Cape. I would also like to recognize the roles of the park staff, the University of Massachusetts Department of Landscape Architecture and Regional Planning, the NPS Olmsted Center for Landscape Preservation and Conservation Study Institute, and the Outer Cape community members who participated in the pre-conference focus groups and the conference steering committee. These individuals devoted much of their time and were instrumental in shaping the themes and successful outcome of the conference.

This document and the companion document *People and Places of the Outer Cape* provide insights and guidance for the park and Outer Cape communities to work regionally on common issues. The documents also serve as models for other communities facing similar pressures related to infrastructure limitations—particularly water and sewer, traffic woes, redevelopment, commercial sprawl, changing demographics, and lack of affordable housing. I look forward to continuing to work with the Outer Cape communities to further the positive ideas and action strategies outlined in this document.

George E. Price, Jr.
Superintendent
Cape Cod National Seashore

Executive Summary

INTRODUCTION

These proceedings present essays and workshop session notes from a three-day conference held in October 2004, entitled “Endless Summer: Managing Character in Coastal Communities.” The event brought together over 120 community members and people from across the country including public agency representatives, members of non-profit organizations, academics, government leaders, members of the business community, and interested citizens. The intent of the conference was to engage coastal resource stewards and local community members in thought-provoking analysis and discussion of key issues threatening the character of the Outer Cape. All participants were encouraged to share their own experiences and learn about different approaches to planning and conservation of community character in coastal regions.

The idea of holding a conference originated in 2002 as part of a larger initiative funded by the National Park Service. The conference followed a study carried out by the University of Massachusetts on the landscape character of the Outer Cape. Two groups of graduate students and faculty from the Department of Landscape Architecture and Planning and the Department of History conducted an intensive study of the character-defining places of the Outer Cape and invited public involvement. The resulting study, *People and Places of the Outer Cape: A Landscape Character Study*, has received awards from the Environmental Design and Research Association and the Boston Society of Landscape Architects. The report is available in pdf format from the Cape Cod National Seashore.



Working harbors are an integral part of the community character of many coastal communities. Harbor communities must take a hard look at the role that traditional maritime activities play in shaping the waterfront. Photo: UMass

KEY ISSUES AND THEMES

The Endless Summer conference was organized by the Cape Cod National Seashore, the National Park Service’s Olmsted Center for Landscape Preservation and Conservation Study Institute, and the University of Massachusetts. In addition, a steering committee comprised of thirteen local and regional organizations participated in planning the conference, shaping the agenda, and hosting local field trips. To identify the key issues of concern to the residents of the Outer Cape, the UMass team and the steering committee compared the comprehensive

plans of each of the Outer Cape towns. Issues common to all included: the need to preserve community character and sense of place, affordable housing, natural resource preservation, provision of services, harbor viability, and employment opportunities. From these issues, the committee identified four themes for the conference:

1. Affordable Housing
2. Community Character
3. Smart Growth and Redevelopment
4. Working Waterfronts

GOALS AND ACTION PLAN

Speakers from across the country presented case studies relevant to the issues facing the Outer Cape. In addition to the four conference themes, the speakers addressed envisioning alternative futures, consensus-based planning, and building coalitions. The speakers shared success stories from other coastal areas and reflected upon local issues, with the hope that these observations might encourage further local dialogue and action.

Specific goals for the conference were to:

- Provide a forum for sharing case studies from across the country that define and shape landscape character in seacoast communities
- Provide opportunities to participate in field sessions, study issues, and discuss potential solutions for coastal communities of the Outer Cape
- Encourage participants to find strategies for moving from planning to action in each of the four theme areas
- Provide participants with ideas, “lessons learned,” and action plans to take back to their communities, both local and “off-Cape”

The conference was structured to present broad issues that would generate meaningful dialogue

and to bring together people with similar interests in working theme groups. After the plenary sessions, conference participants were equally divided into four working groups. Each group met to develop a vision statement, identify issues, participate in a field trip to look at issues facing the Outer Cape communities, and developed a series of recommendations to bring back to the larger group. Specific tasks included:

- Identify issues for the selected theme
- Identify one key issue and devise action steps towards addressing it
- Imagine a range of possible solutions and analyze their impact and feasibility
- Select the most feasible solution with the greatest positive outcome, then envision its implementation
- Identify action steps and outline a time frame for implementation

With local participation, some groups were able to articulate a detailed implementation strategy. This included the following considerations:

- Identify key people in the community
- Develop a strategy for contacting and including all necessary community representatives
- Highlight related initiatives which could serve as the basis for partnerships
- Identify benchmarks of success
- Brainstorm obstacles that group might encounter
- Prepare a seven minute report for all conference attendees

CONFERENCE FORMAT

The first day began with presentations that introduced issues and threats relating to landscape and community character. The speakers highlighted emerging and successful principles, frameworks, and methodologies that might allow the people of the Outer Cape and other



A locator map indicating Cape Cod and the approximate location of case studies covered during the conference.

coastal communities to reframe questions and find new approaches to dealing with problems.

On the second day, meeting participants broke into theme groups based on their preference, and with the help of a facilitator, an Outer Cape leader, and a resource person/topic advisor, they envisioned an ideal scenario for the Outer Cape in 2020. Attendees also participated in one of four field sessions, which corresponded with their breakout discussion group. Each group was led by representative of local organizations and the National Seashore on a tour of Outer Cape sites specific to their theme to learn about local success stories and challenges.

On the third day, participants reconvened with their groups to discuss and then identify not only the strengths of the Outer Cape and other similar coastal areas, but also to highlight key issues and challenges and discuss potential solutions. Participants were challenged to go one step further and identify discrete action steps to implement their proposed solutions. For most groups this discussion involved rating action steps according to their feasibility and

importance. This resulted in a set of specific action items with high impact potential that would be reasonable to achieve.

Although each working theme group highlighted issues and necessary action steps specific to their topic, the discussions revealed many broad, crosscutting themes, including: the importance of developing partnerships, the need for local engagement and effective communication, the need for more awareness about funding sources, and the importance of thinking regionally.

POSITIVE OUTCOMES

The conference resulted in some concrete actions steps including, an agreement to form a sub-regional housing workgroup that would begin meeting in November of 2004. Conference participants also pledged to develop an affordable housing awareness campaign, cited the need for each town to do a thorough inventory of community character, and specifically indicated the need for Provincetown to do a

town asset study for the harbor and waterfront. Several participants followed up on the need to convene the town and regional planners to work toward common goals. As a result the Lower Cape Planning and Development Roundtable convened several times and to date includes town planners, NPS planners, the Cape Cod Commission chief planner, and planning board and zoning board of appeals members from several towns. As a regional entity spanning the boundaries of the Outer Cape towns, the National Park Service can play an active role in enabling these positive actions.

Overall, the conference served as a means of improving communication between organizations and community members with similar goals for improving the quality of life on the Outer Cape. The conference was an important step in a progression of positive actions towards identifying, documenting, and managing community character. Ultimately success will depend on the hard work of many people at all levels. By coming together to share ideas, examine models and build coalitions, participants at the Endless Summer Conference can support one another in the effort to better understand and manage community character. By continuing this dialogue, those involved can celebrate their accomplishments of working towards common goals. Although the conference focused on the issues of Outer Cape Cod, the lessons learned are applicable to other coastal areas that are dealing with modern-day economic pressures.

At the closing of the conference, several participants shared their thoughts with the group. A complete summary and list of participants is included in Section VI.

Debbie Love,
Middle Keyes Community Land Trust, Florida:
The Outer Cape region is fortunate to have the NPS to assist in bringing this effort together. The conference organizers offer a tremendous amount of support and expertise, including the federal

government and University of Massachusetts and a long list of sponsors. Many communities don't have this luxury; the Florida Keyes do not have it. This conference is a big step. You need to build upon this and realize that you are partners in what you are trying to accomplish in your region. Be careful when putting labels on affordable housing. It is "community housing." The term "workforce housing" may be limiting as needs change. You need to think about what groups you are trying to serve in the community: retail workers, seasonal employees, retired fishermen. You also need to understand that the relationship has not always been easy with National Seashore, but I am impressed with Acting Superintendent Mike Murray. The communities need to team together to carry this dialogue forward in partnership for a regionalized approach.

Gwen Pelletier, Lower Cape Cod Economic Development Council:

What struck me is we don't need one affordable housing task force or one smart growth task force, what we really need are those broader coalitions. I was a member of the steering committee and I have to confess to the other members of the steering committee that didn't believe this was going to happen the way that it has happened. It is incredible to me to participate in this process and come out with people who feel like I do. There are lots of other members of this community who agree that we really do need to work together. I think a reconfigured steering committee idea is the perfect place to begin. Thanks to the National Seashore and Olmsted Center and other organizations for helping make things happen for us.

Rex McKinsey, Pier Manager,
MacMillan Wharf:

I want to offer a note of thanks to the working waterfront group. It was great to see the people who aren't from here or who do not really know much about what is going on in Provincetown, identify basically the same issues we are working on. I have come away from this with some additional ideas and some new energy which I hope to take back and work with our stakeholders

on the waterfront. I got to purchase an affordable housing unit through one of our lotteries and it freed up my mind and my heart to be of use to the waterfront. The waterfront should be organized, it is a difficult task, and I wouldn't have had the energy if I was stressed out about my housing situation.

Fred Gaechter, Chairman,
Board of Selectmen, Truro:

I came into this process a little doubtful. I knew we would all learn something, and I knew we would have some interaction, but I wasn't sure we were going to have some actual positive output and we have. We have a plan going forward and I think it is because of the leadership that allowed us to do that at this conference. On behalf of myself and all the people in Truro, I want to thank everybody for having completed this and run it so professionally.

Alix Ritchie,
Publisher of local community paper:

As chairman of the planning board, I sat on the Seashore Advisory Commission and worked to form the Cape Cod Commission. I have been working with the issues of planning for some time and the thing that I think is really important to me when we were working on the General Management Plan for the Seashore, we spent a lot of time talking about what their condition to preserve the ways of life on the Outer Cape meant. It is important that Keith Bergman on our first day refereed to the minority report of town council including the GMP for the Seashore. I think that some of what has happened over this conference is that we have talked about way-of-life issues. We have talked about the following important issues: local housing, community character in a broad form and a local form, and what it means to be coastal and to have working waterfronts. We talked about the importance of these communities as working communities. That is very much what defines them. These are communities that are full of working people. That is changing and I think it is something that we need to preserve. How can we work with the Park Service in order to really

look at how we can preserve our working communities? We don't have the ability to purchase the land available to address the problem, but possibly working with the Park we can come up with ways to fulfill their mission of preserving our way of life. I think that maintaining economic diversity is very important to the towns that we have. The core of our communities is being threatened and, in the world of bigger market forces, it is not something that we have the ability separately to answer. Possibly, with the Park Service, we can come up with some creative ways to work around the problems.

I. PEOPLE AND PLACES
ON THE OUTER CAPE:
Defining and Documenting Character

Alternative Futures for the Outer Cape

Issues, Trends, and Future Scenarios

Jack Ahern, Ph.D., Department Head, Department of Landscape Architecture and Regional Planning, University of Massachusetts Amherst

Jack Ahern has worked in private landscape architectural practice in Philadelphia and New York and is a Fellow of the American Society of Landscape Architects (ASLA) and Fulbright researcher. Ahern has received ASLA awards for two books: Greenways as Strategic Landscape Planning and A Guide to the Landscape Architecture of Boston. With UMass colleagues, he recently completed a study of landscape character of the Outer Cape for the National Park Service. He holds a Bachelors from UMass and a Masters of Landscape Architecture from the University of Pennsylvania where he studied under the late Ian L. McHarg. His Ph.D. in Environmental Sciences is from Wageningen University in the Netherlands.

INTRODUCTION

Outer Cape Cod is an internationally-recognized landscape with unique character. The novel land protection method employed to establish the Cape Cod National Seashore in 1961, known as the Cape Cod Model, effectively created a partnership between the six towns that comprise the Outer Cape and the Seashore to assure that future land use regulations would protect the special and unique character of the region. Although the Cape Cod Model has been reasonably successful, recently the pace and scale of development has accelerated and expanded, causing widespread concern for over-development and loss of landscape character. There appears to be consensus that new approaches are needed to meet the challenge of retaining the region's unique character while accommodating some level of future (re)development.



The creation of the Cape Cod National Seashore forged a new model of how to manage public lands with significant private inholdings. This approach, which is known as the Cape Cod Model, depends upon cooperation between the six towns of the Outer Cape and the Seashore. Photo: PANDION

Since 2003, the University of Massachusetts Amherst Department of Landscape Architecture and Regional Planning has been working with the Cape Cod National Seashore and the Olmsted Center for Landscape Preservation to help define landscape character in a manner that can inform community planning. This could aid in providing a mechanism to effectively maintain the unique landscape character of the Outer Cape. The resulting study, *People and Places on the Outer Cape: A Landscape Character Study*¹, defines landscape character through the lenses of history, published literature and data, and

resident, visitor and community perceptions. The report provides a working framework for a new dialogue among the National Seashore, the Outer Cape towns and the various interest groups and individuals that together define the Outer Cape community. It is expected that other distinctive, coastal landscapes in the United States may benefit from and/or apply some of the lessons learned on the Outer Cape.

In this chapter, I briefly discuss current, regional, demographic and economic trends and land use issues affecting the Outer Cape. A comparative analysis of the current comprehensive plans of each town on the Outer Cape is included and was consulted to develop the themes for the Endless Summer conference. Also included are a series of future scenarios that depict alternative ways to accommodate future growth while maintaining the Outer Cape's unique qualities and characteristics. Recognizing that change is inevitable, these scenarios present a "working menu" of options for the larger community of the Outer Cape to discuss, adapt and craft a working vision for the region's future.

PROCESS

Our study of landscape character of the Outer Cape started in the spring of 2003 with the organization of two concurrent landscape architecture studios at the University of Massachusetts Amherst. In preparation for the studios a research assistant collected background information on land use history and landscape character from town libraries and archives on the Outer Cape. Ethan Carr, Professor of Landscape Architecture, led a studio that examined landscape character at the scale of human experience and perception as the interactions of people and places over time, and developed six "landscape headings" that represented the major landscape types of the Outer Cape (see Carr, this volume). My studio examined broader landscape patterns that define landscape character including, geology, topography and land use. This studio also developed the alternative scenarios included

in this chapter. As another component of the study, during the summer of 2003, UMass History Professor David Glassberg held a series of public "Cape Conversations" in Eastham, Truro and Provincetown. These workshops prompted residents and visitors to articulate landscape character in their own words and stories. We then integrated the results from the studios and "Cape Conversations," to produce the report *People and Places on the Outer Cape: A Landscape Character Study*. Four key issues identified through our research provide the necessary context to understand the nature and dynamics of landscape character on the Outer Cape: population demographics, land use, affordable housing and community character.

POPULATION INCREASE AND THE AGING POPULATION

The population of Cape Cod increased at a steady but moderate rate from 1745 until 1945 with approximately a 300 percent increase in 200 years.² Since 1945, the Cape's population has increased exponentially, doubling approximately every 20 years. In the 1990s the population increase for all of Cape Cod was more than double the Massachusetts average, yet, during this period, the rate of increase was not uniform across the entire Cape nor on the Outer Cape. While the populations of Eastham, Orleans and Truro increased significantly, those of Chatham and Wellfleet held constant, while Provincetown's population declined significantly (See Massachusetts and Cape Cod Age profiles and Population, 1990-1999, next page). These counter-intuitive trends may be explained, in part, by the significant percentage of retirees who reside on the Outer Cape for only part of the year.

Additionally, there is a strong trend towards an older population of retirees moving to the Cape. As shown by the table on the next page, the 0-19 year and 20-64 year age groups in all the Outer Cape towns significantly decreased during the 1990s. More striking is the marked increase in the over 65 year age group. In this

**Massachusetts and Cape Cod Age Profiles and Population
1990-1999**

Age Cohorts

	% 0-19 years	% 20-64 years	% > 65 years	Population change
Massachusetts	6	6.8	0.2	5.7
All of Cape Cod	11.5	11.9	17.8	13.1
Chatham	-12.8	-2.1	12.8	1.1
Eastham	1.3	12.5	28.5	13.9
Orleans	3.1	13.2	18.6	13.2
Provincetown	-26.6	-13.3	11.1	-10.8
Truro	23.7	8.1	26.3	14.6

The Outer Cape has experienced significant population increase and demographic shifts.

Note the dramatic increase in the over sixty five age group in most towns.

Source: <http://www1.miser.umass.edu/datacenter/population> ³

group all the Outer Cape towns show significant population increase (3 towns with over 25 percent increase). This is especially significant in comparison with the modest 0.2 percent state average increase for the over 65 year-old cohort during the 1990s.

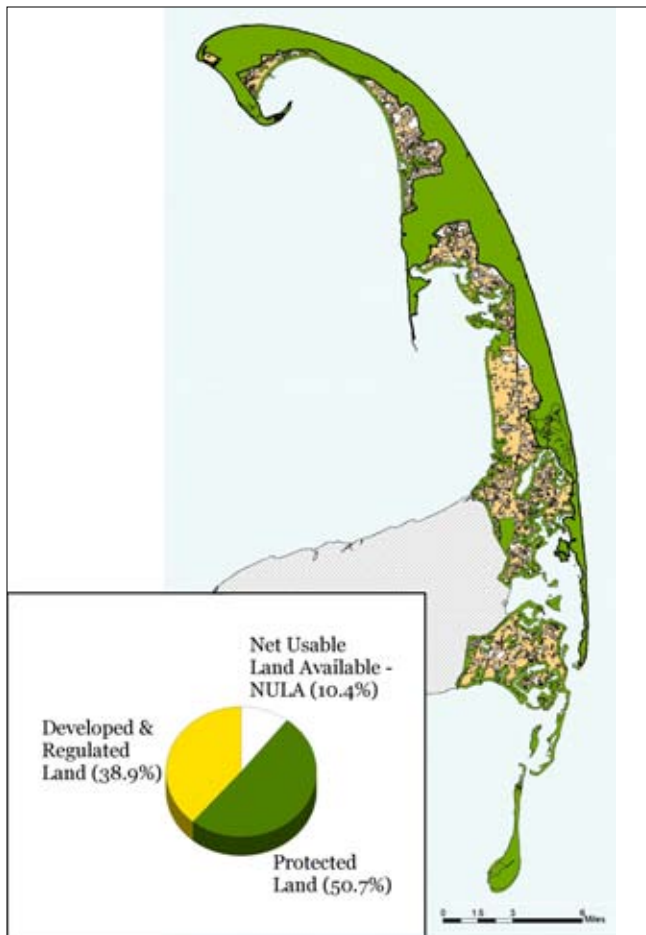
The population increase and ageing trends are expected to continue to have profound impacts on the Outer Cape. This older, affluent population has increased needs for medical services and has time for more involvement in community and cultural activities. Ironically, many of these retirees moved to the Cape because of its unique character, yet by their sheer numbers they pose a threat to that character. It appears reasonable and prudent to assume that the population and ageing trends will continue into the foreseeable future with particular, explicit and predictable impacts on land use and landscape character.

LAND USE

Land use patterns are one of the more visible expressions of landscape character, and one that many residents and visitors notice. The Outer Cape is somewhat unique in terms of land

use, primarily because it is a narrow peninsula where land is, by definition, scarce, and much of the land is wet or flood prone. Over the past several centuries, wise people have built on the most suitable land leaving an ever decreasing supply of “developable land.” The 1991 report “Losing Cape Cod” mapped the drastic changes in land use from 1951 to 1990.⁴ The land use trends clearly show the effect of the exponential population increase in the last half century on the Outer Cape.

An important question for the future of the Outer Cape is “How much land is available for future development?” To answer this, we performed a spatial analysis of Outer Cape land use using a geographical information system (GIS) and data from the Massachusetts GIS information agency. Our analysis revealed that 50 percent of the land area of the Outer Cape is either permanently protected, in federal, state, community, or not-for-profit conservation, or under regulation (i.e., wetlands protection). Another 39 percent of the Outer Cape’s land area is already developed for residential, commercial or institutional uses. This leaves only 10.4 percent of the total land area available for future new development. Given population



GIS analysis reveals that only about 10 percent of the land on the Outer Cape is available for new development.
 Source: Mass GIS

increase trends, development pressure is likely to be intense on these remaining lands, and we developed several scenarios to explore alternative land use patterns and strategies to accommodate this future development.

Through research and public discussions we learned that the redevelopment of existing properties is an issue of widespread concern across the Outer Cape, and this includes interest in the future of 600 privately-owned inholdings within the National Seashore. There is growing alarm over the loss of landscape character as quaint Cape Cod cottages that sit discretely among pitch pine forests grow into large private homes that break the forest skyline. Simulations that visualize this process of redevelopment in locations familiar to Outer Cape residents are included later in this chapter.

AFFORDABLE HOUSING

If one understands landscape character to be the result of the interactions of people and their environment over time, it follows that the people who shaped the landscape’s character are central to maintaining it. This is particularly true for “working landscapes” associated with farming, fishing, and forestry. When the people who work this landscape leave due to a lack of affordable housing, the landscape changes, as does landscape character. Perhaps more importantly, housing affordability has broad implications on community identity and social and economic diversity, and it has been identified as an issue of concern across the Outer Cape.

The affordable housing crisis is displacing many working class people from the region. A few statistics from the Cape Cod Times (2000) make the point convincingly:

- Seven out of ten Cape Codders can no longer afford the median-priced home.
- It’s getting worse.
- Since 1995, median home price has increased 62 percent, while wages have gone up only 20 percent. Nationally, median home prices are up 20 percent and wages are up 25 percent.
- The labor shortage is severe, and it affects many businesses.
- Rental prices have soared and the supply is decreasing. More than 1,000 rental units have been lost in the last decade while the Cape’s population has increased rapidly.
- The crisis is not limited to the poor - it also affects working, middle class families earning average wages.⁵

The extreme population increase and changing demographics, together with the inherent scarcity of land assure that this issue will remain a challenge for every Outer Cape Community.

COMMUNITY CHARACTER

The loss of community character is an issue that is often mentioned by residents, but rarely understood or defined in explicit terms. We have attempted to define community character through the landscape headings developed in Professor Carr's studio (see Carr, this volume). These headings integrate historical research with contemporary observations and significant input from agency representatives, local officials and community members. Taken together, the headings should provide a useful model that towns can adopt so that they might explicitly articulate their character in terms that will enable them to address character protection in their land use and design regulations.

In addition to the challenge of defining community character, communities need to document threats to that character. One effective approach is to use visual simulations. As part of our study, we prepared photographic simulations of several typical Outer Cape communities, particularly to show people the visual effects of redevelopment and new development on familiar scenes.

To better understand community character and to identify the planning issues of concern to the Outer Cape, we reviewed the comprehensive plans for the six Outer Cape towns.⁶⁻¹¹ The top issues emerging from this review are: character preservation/sense of community; affordable housing; natural resource protection; service provision; harbor viability, and employment opportunities. The four themes for the Endless Summer Conference (Community Character, Affordability of Housing, Working Waterfronts and Smart Growth), were based in part on this analysis. The table on the following page identifies 22 topics mentioned in the town comprehensive plans.

To explore how community character might change in the future, we prepared several alternative scenarios to demonstrate how future



EXISTING VIEW



MODERATE REDEVELOPMENT



FURTHER REDEVELOPMENT

Wellfleet by the Sea, an existing cottage community within the National Seashore, may be enlarged with a resulting loss of character. The first image shows the existing view while the lower two images or photo-simulations show increased development. Images: Mary Lee York

Vision Elements: from the Comprehensive Plans of Outer Cape Towns

	Chatham	Orleans	Eastham	Wellfleet	Truro	Provincetown
character preservation/ sense of community	•	•	•	•	•	•
affordable housing	•	•	•	•	•	•
natural resource protection	•	•	•	•	•	•
provide services	•	•	•	•	•	•
provide employment	•	•	•	•	•	•
harbor viability	•	•	•	•	•	•
traffic and parking			•		•	•
village centered development		•		•		
water quality	•		•			
growth controlled		•		•		
population diversity				•		
sprawl			•			
sewage			•			
wetlands/habitat protection			•			
electric consumption reduced			•			
public transportation			•			
post-secondary education			•			
air quality	•					
street and home safety	•					
vacation homes		•				
government participation		•				
national seashore					•	

A close examination of the comprehensive plans of the six Outer Cape towns reveals that most towns share similar concerns about the future.

population increase can be accommodated through alternative planning strategies. The scenarios are initially referenced to the Massachusetts Executive Office of Environmental Affairs Community Build Out Analyses.¹² These build outs were performed in 2002 for all 351 Massachusetts Communities to raise awareness of their future development potential. The aggregation of these build outs for the six Outer Cape towns shows 22 percent increase in population, with 2,578 new housing units and a daily water consumption increase of 1.4 million gallons (by 2020). Following are brief descriptions of each scenario.

Town-Centered Scenario

This scenario asks the question, “What if communities of the Outer Cape encouraged concentrated development within and adjacent to existing village and town centers to enable the protection of landscape character in other places?” This scenario applies the contempo-

rary “Smart Growth” planning principle of infill development. It can be characterized as an anti-sprawl approach, and it assumes that municipal water and sewer service is made available to handle the additional development in a safe and sanitary manner. The scenario would require zoning changes to allow higher densities, smaller lot sizes, and flexibility regarding lot dimensions and setbacks. Goals associated with the scenario include, increased support for land conservation, housing affordability, and increased public transportation (for additional details see UMass 2004).

Conservation Scenario

The Conservation Scenario asks the question, “What if a broad coalition of groups worked together to conserve more land in an effort to protect significant water, habitat, and cultural resources for future growth and management?” Just as the establishment of the Cape Cod National Seashore made an unprecedented

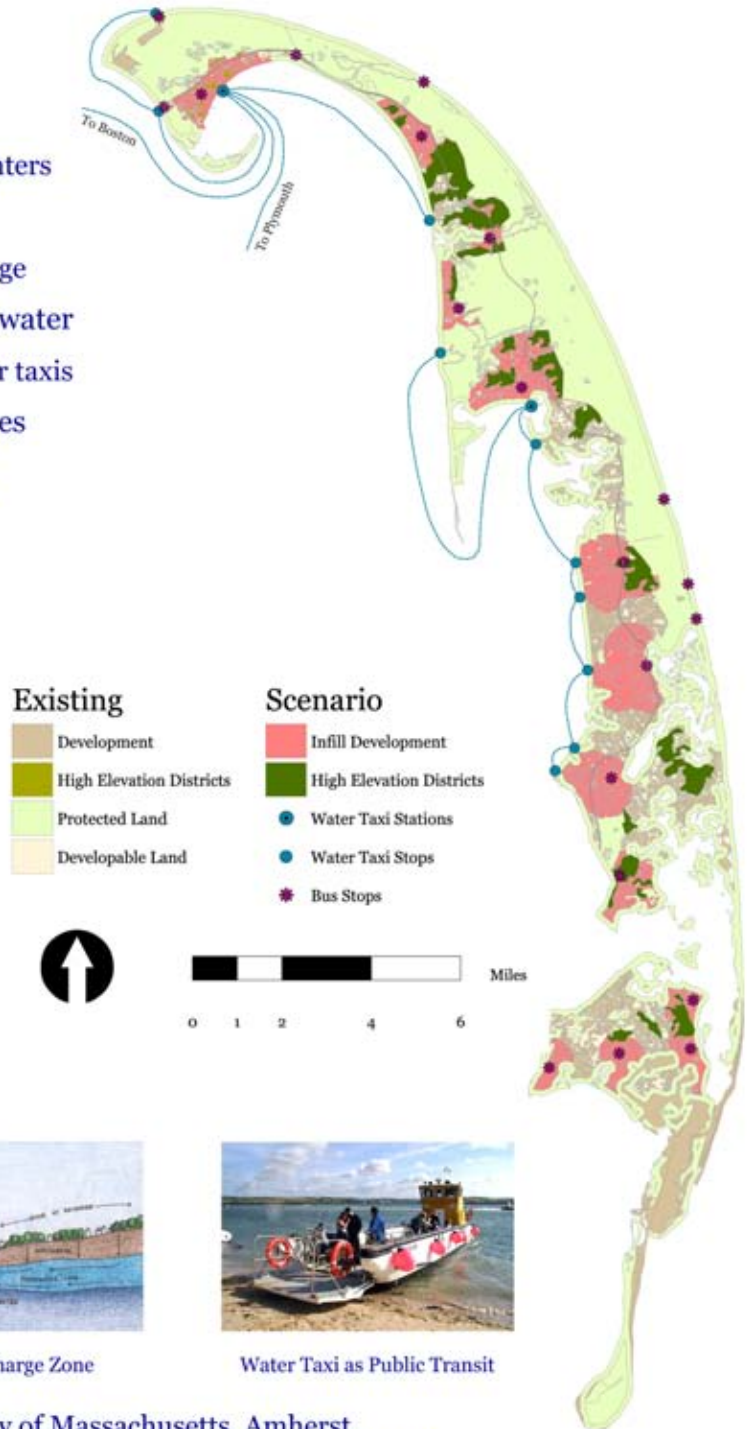
Town-Centered Scenario

What if the communities of the Outer Cape encouraged concentrated development in already developed areas to enable the protection of landscape character in other places?

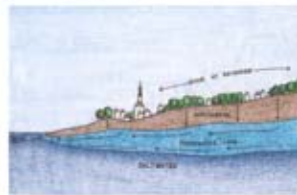
Scenario Premise:

- Centralize development
 - Identify infill areas around town centers
- Centralize infrastructure
 - Integrate municipal water and sewage
- Implement public transit on land & water
 - Expand public bus system and water taxis
- Conserve natural and visual resources
 - Incorporate high elevation districts

Spatial Concept Diagram:



Town-Centered Development



Water Recharge Zone



Water Taxi as Public Transit

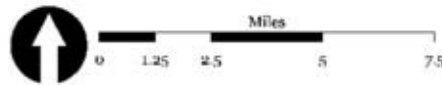
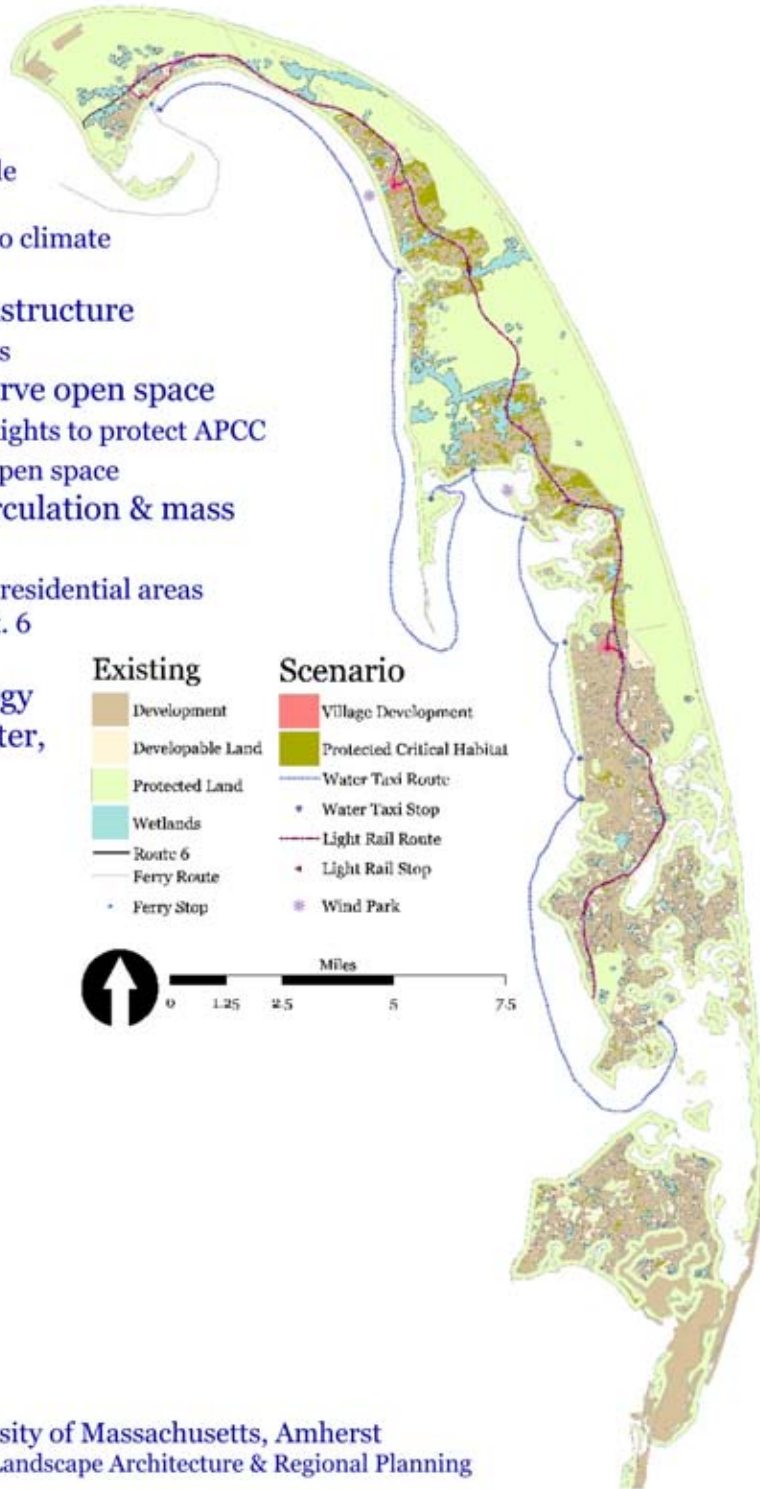
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New Villages Scenario

What if the Outer Cape concentrated development in new traditional-density village centers & conserved a significant amount of open space?

Scenario Premise:

- Maintain the Character of the Outer Cape
 - Mixed-Use Zoning & Village-Style Model Bylaw
 - Architecture a careful response to climate & culture
- Centralize development & infrastructure
 - Densely populated village centers
- Protect fragile habitats & conserve open space
 - Apply Transfer of Development Rights to protect APCC Critical Habitat Areas & village open space
- Provide pedestrian-oriented circulation & mass transportation options
 - Village center within 1/4 mile of residential areas
 - Light Rail extending length of Rt. 6
 - Implement Water Taxi system
- Implement renewable technology for the management of wastewater, stormwater & energy needs
 - Off-Shore wind farms
 - Constructed wetlands



Spatial Concept Diagram:



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Conservation Scenario

What if a broad coalition of groups worked together to conserve more land in an effort to protect significant water, habitat, and cultural resources for future growth and management?

Key Assumptions:

- Conservation Criteria
 - Well Sites
 - Wetlands
 - Habitat for Flora and Fauna
 - Connectivity
- Encourage Environmental Awareness through Interpretive Education
- Improve Trail Corridor Network



Bike Trails



Interpretive Center



Walking Trails



Grassy Heaths



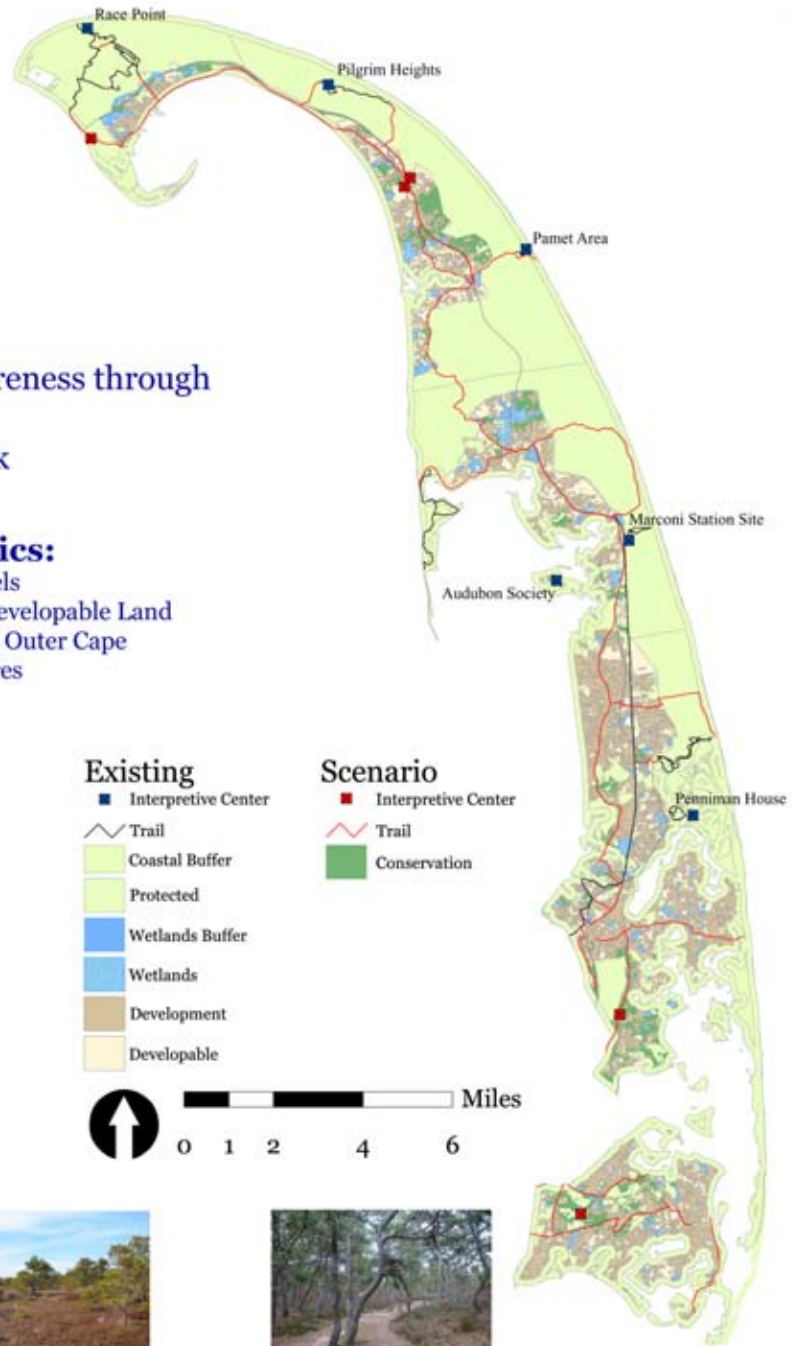
Heathlands



Pine Barrens

Statistics:

- 148 Parcels
- 32% of Developable Land
- 3% of the Outer Cape
- 2,130 Acres



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public investment in land protection in 1961, a broad coalition of contemporary groups might collaborate to protect a substantial amount of “developable” land into conservation status through tax abatements, conservation restrictions, or fee simple acquisition. Goals associated with the scenario include, water resource protection, wildlife habitat linkages and protection, recreational trails, and new opportunities for environmental education. A key component of this scenario would be protection of land around well sites to enhance recharge and assure a sustainable and healthy public water supply.

New Villages Scenario

The New Villages Scenario asks, “What if the Outer Cape concentrated more than half of projected development in new, traditional-density village centers thereby conserving a significant amount of open space?” This is a bold scenario in that it explores the creation of new settlements, emulating the traditional patterns of growth on the Outer Cape. These “new villages” would be examples of New Urbanist communities that have been established across the United States. The higher densities associated with these new villages would enable the application of innovative, sustainable technologies, such as

stormwater cleaning and infiltration, and solar energy. If these new villages were located near Route 6, they could help support a viable public transportation system.

As shown by the scenario population comparison below, two of the scenarios have the same population as the Massachusetts Executive Office of Environmental Affairs “Build Outs.” This is intended to put a focus on potential, alternative spatial patterns to accommodate an equivalent population. The Conservation Scenario shows the additional conservation gains that could be realized if population growth were reduced by approximately one-third. These scenarios are not proposed as plans for adoption. Rather, they attempt to pose and explore specific “what if” questions regarding future development and land protection. They also raise awareness of alternatives to status quo development trends, and explicitly attach likely consequences to planning, zoning, and land protection over time. The intended use for the scenarios is to stimulate a dialogue among the Outer Cape communities and individual citizens to promote more informed decision making to plan for the future.

SCENARIO POPULATION COMPARISON

	Increased Population	Increased Conservation	Spatial Concept
Build Out	5,684	none	Existing Zoning
Town-Center	5,684	some	Infill
New Villages	5,684	more	New Villages
Conservation	3500+-	most	New Conservation

CONCLUSION

Landscape and community character are highly valued, yet seriously threatened throughout the Outer Cape. Current threats to the “special and unique” character of the Outer Cape include, population increase and the ageing population, land use change and redevelopment, the need for affordable housing and the loss of community character. Although ample technical knowledge to tackle these issues exists, the key to effectively addressing them is to encourage political will through collaboration and public engagement in town processes. Any solutions proposed must respect private property rights and town autonomy. The Outer Cape cannot be “frozen” in time or space, but rather the many dimensions of change need to be understood as fundamental characteristics of a vibrant and living community. The challenge is to guide the change, with awareness of the community’s diverse priorities and with knowledge of alternatives and their consequences, so that informed decisions can be made.

NOTES

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Documenting Landscape Character: One Approach

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DEFINING THE TERM “LANDSCAPE CHARACTER”

Our team of faculty and students at the University of Massachusetts began this multidisciplinary study by addressing some challenging but essential questions about the “landscape character” of the Outer Cape region. What is landscape character, for example, and how is it defined, by whom, and for what reasons? How should students document and analyze landscape character when many of its essential qualities may be ephemeral, intangible, and subjective? And what tools and research methods would be appropriate to attempt to document something that is almost universally valued, and yet rarely precisely defined: that is the “special and unique” character of the Outer Cape landscape?

While these are difficult questions, the fact that they were being asked at all also reflected how far things had already come on the Outer Cape,



It is difficult to document and analyze the “special and unique” character of a place such as the Outer Cape, when so much of what contributes to that character seems subjective and ephemeral.
Source: UMass

thanks to years of advocacy and preservation efforts by local groups and individuals. Barnstable County, as well as local governments from the six towns that comprise the Outer Cape, had all already undertaken comprehensive planning efforts. The creation of the Cape Cod Commission resulted in a wealth of reports and data on demographic and other trends in the region, all of which was available to us. Furthermore, the Cape Cod National Seashore had completed its General Management Plan process and published a new GMP. Few regions of the country—at least with comparable population figures and tourism and development pressures—have enjoyed this level of involvement, interest, and advocacy by residents and government officials, all working to preserve the regional landscape character that draws people to the Outer Cape and that is valued by such diverse groups of people.

UNIVERSITY INVOLVEMENT

Our team was pleased to join the extensive partnership of organizations already dedicated to the stewardship of the Outer Cape. The National Seashore's GMP specifically calls for future cultural landscape research projects, and Robert Page, the director of the Olmsted Center for Landscape Preservation, recognized the opportunity to involve the University of Massachusetts in this regard. With the superintendent of the National Seashore, he asked us to document and analyze the landscape character of the Outer Cape using a research methodology derived from the park service for the production of cultural landscape reports. Our team included Jack Ahern, our landscape architecture and regional planning department head who recently published his Ph.D. on greenway planning, and David Glassberg, the chair of our history department who started the public history program. I arrived at the University of Massachusetts more recently, after working a number of years for the park service in cultural landscape research and management.

OUTER CAPE AS A CULTURAL LANDSCAPE

In order to respond to the questions described above, the team set out to document and analyze the Outer Cape regional landscape as a cultural landscape, and to do the same with a group of smaller, component landscapes within the region. Working in two, seven-week studios with our graduate students, we set about studying landscape character by trying to understand the Outer Cape as a cultural landscape, and by researching specific landscape features and characteristics that contribute to its unique character and sense of place.

Our working definition of "character," provided with the assistance of one of our graduate students, Mary Lee York, was roughly synonymous with "sense of place." We suggested that a location is often considered to have a sense of place when people can view it as having a role



Cars at Coast Guard Beach in 1966. The history of the Outer Cape as a recreational destination spot was an important aspect of defining the cultural landscape. Photo: CCNS archives

in the creation of their memories, and therefore of their identity, both as individuals and as a group. Therefore, in order to understand character, we also needed to have a series of public meetings in which residents were encouraged to describe experiences and memories, as individuals and as groups, which were associated with places and landscape characteristics of the region. These meetings were organized by David Glassberg and graduate student Sandra Krein.

DOCUMENTATION METHODS

Those of us trained in landscape architecture were interested in using the tools of our trade, including geographic information systems, sketches, plans, photographs, and written descriptions, to document the actual physical landscape features that together embody this sense of place. The physical landscape of the Outer Cape was examined with different tools and different approaches, and at a range of scales. Some of us examined the larger structure and natural history of the Outer Cape, mapping a regional picture of landscape evolution, landscape districts, and significant natural resources. This regional analysis of the landscape became a basis for future planning "scenarios" in a landscape architecture studio taught by Jack Ahern. In a concurrent graduate studio that I



The “Great Beach” was one of the landscape headings used as a research tool for documenting the landscape character of the Outer Cape. Photo: PANDION

taught, another group of students examined six specific cultural landscapes (component landscapes within the larger cultural landscape) in more detail. This called for documentation and analysis of detailed landscape features and characteristics, (such as spatial organization, circulation, topography, and vegetation), and a graphic analysis of how these features have changed over time. Our intention was to look at an illustrative series of specific landscapes that together would represent a range of landscape types, on the Outer Cape.

LANDSCAPE HEADINGS

At both scales—the scale of the region and of individual places—we tried to understand and document how landscape features and characteristics express the patterns and ways of life of the people of the Outer Cape, both in the past and in the present. The result was an organization of the work into a series of “landscape headings,” which were a way of organizing our

observations, drawings, maps, and historic photographs, with descriptions of important historical land uses, along with accounts of current activities and uses. These headings were described as both categories and directions (in the nautical sense), of both places and activities that were identified as significant components of the cultural landscape of the Outer Cape. The goals were to produce documentation and analysis of the cultural landscape, and to publish the results in a form that could be made available to residents, town governments, the park service, and others who make the decisions upon which the future of the Outer Cape landscape depends.

Both the selection of our six representative landscapes, and the eventual organization of the landscape headings were the result of interviews with residents and National Seashore staff. We also made use of the existing cultural landscape inventory that had been done for the National Seashore, as well as many other planning and

historical reports, the National Seashore's GMP, and other plans and reports from Barnstable County and the Cape Cod Commission. Other literature was also consulted, from Thoreau and Beston, to James O'Connell's recent history, *Becoming Cape Cod*.

The Great Beach

The first heading was the Great Beach, which describes the forty-mile stretch of spectacular, uninterrupted Atlantic coastline that has always been a central concern of the park advocates and planners. The dune lands were included with the Great Beach. Perhaps as much as any other landscape on the Outer Cape, the dunes and beach have inspired artistic and cultural responses that now are a significant legacy, especially in Provincetown. This cultural legacy was documented in the report, along with and next to the documentation and analysis of the physical features and characteristics of the landscape. We were interested in understanding the Great Beach, in other words, as a cultural landscape. This interest extended to the history of various activities that have taken place on the beach. Since the nineteenth century, the Great Beach has been developed for different purposes, and to some extent, reinvented in the public imagination.

The first layer of development was concerned with the dangerous nature of the beach as a hazard to shipping. The lighthouses and lifesaving stations along the beach are reminders of an earlier era of "mooncussing" and lifesaving along what was one of the most dreaded "graveyards of the Atlantic." After the Cape Cod Canal was cut, the dangerous passage around the Cape was made unnecessary for coastal traffic, and at the same time, the rise of the automobile was about to make the Outer Cape far more accessible for tourism. As people came to the beach increasingly for recreation, it became associated with good times and vacations rather than deadly disasters. Especially following the creation of the National Seashore in 1961, a second layer of development was overlaid on the Great Beach, this one consisting of bathhouses,

LANDSCAPE HEADINGS

Six broad landscape headings were conceived as a framework for integrating the physical features of landscapes with the activities and values of the people that both visit them and live within them:

1. The Great Beach
2. Waterways
3. Town Centers and Harbors
4. Farms and Forests
5. Getting Around
6. Homes

The headings serve as a means of capturing both the intangible and tangible aspects of landscapes that are essential to the special and unique character of the Outer Cape. They also serve as a means to understand various issues associated with the management of these landscapes and of the Outer Cape landscape as a whole.

visitor centers, and parking lots. The result of these two systems, or layers, of development—one associated with maritime safety, one with recreational enjoyment—makes the Great Beach a fascinating cultural landscape, as well, of course, as an awesome natural landscape. More recent traditions, such as surfing, and off-road vehicle use were examined, as were the potential conflicts with natural resource management goals. We concluded that this landscape, shared by so many diverse users along its sometimes very narrow width, is one of the most remarkable public spaces in the country.

Waterways

Our second heading was Waterways. These are complex, varied, often intimate places that are counterpoints to the awesome minimalism of the Great Beach. Tidal marshes, for example, may not be unique to the Outer Cape, but they are a very significant aspect of the regional landscape character. Tidal marshes attract a diversity of wildlife, and for some of the same reasons,



The study used section diagrams and sketches to analyze the spatial organization of harbor towns such as Wellfleet, Massachusetts.
Source: UMass

they have also have attracted people for thousands of years. People were (and are) drawn to opportunities for fishing and shell fishing, as well as fresh water and sheltered harbors, that these landscapes could provide. The Pamet Cranberry Bog, in Truro, was a “component” landscapes we studied in more detail under this heading. This bog, which was used in commercial cranberry production from 1888 to 1963, is also a rare remnant of an agricultural landscape on the Outer Cape. Fresh water kettle ponds, which are a more quiet and sheltered alternative to the beach, were another important example.

Town Centers and Harbors

Surrounded by marshland, the harbors of the Outer Cape were where towns grew up. The heading of Town Centers and Harbors had a particular focus on Provincetown and Wellfleet. We researched historical economic forces, as well as more recent trends and changes. Towns that were built around fishing and whaling, for example, today feature retail, restaurants, and bed & breakfasts. As with other component landscapes, we documented landscape characteristics, such as Wellfleet’s distinctive spatial organization, circulation system, topography, and views. In both towns, views of the surrounding landscape are often framed by street corridors or buildings, giving a “peek-a-boo” effect.

As in all the Outer Cape towns, the sequence and character of views is a very significant characteristic, and one we examined in detail, using historic photographs paired with present day photographs from the same vantage point. Views have obviously changed over time—the larger masts of commercial vessels have given way mainly to recreational boats in the harbor, for example. Pitch pine and other trees have grown up in some formerly open areas. But overall, the cultural landscape retains a remarkable degree of historical integrity. Wellfleet and Provincetown also contain the most extensive collections of historic buildings on the Outer Cape.

Farms and Forests

Under the heading Farms and Forests, we examined places associated with the history of forests, deforestation, agricultural development, and reforestation, a familiar land use history in New England. Much of the Outer Cape was cleared of trees in the eighteenth century, and as agriculture decreased by the end of the nineteenth century, succession back into various forms of forest cover began. That process is now well underway at the Pamet Cranberry Bog, for example, where red maple and other woody plants are gradually returning and changing the character of the landscape significantly.

Fort Hill and Truro Highlands were important component landscapes for us to consider in this regard, because they have retained their open character. Students studied the agricultural activities and traditions of the region, but also looked at less obvious, associated traditions. Berry picking, for instance, and roadside pie and jelly stands, are traditional aspects of the way of life here. They are also directly linked to the heathlands, and other successional landscapes, which themselves are often the result of former grazing practices or the abandonment of agricultural land.

Getting Around

In a heading described as Getting Around, we examined places and activities associated with the experience of traveling through and around the Outer Cape. The Route 6 Corridor in Eastham, from the Orleans Rotary to Brackett Road, was another of the landscapes we examined in more detail. This “front door” of the Outer Cape has a long history as a decentral-

ized, corridor landscape, characterized by not one, but several town centers that have shifted over the last several hundred years.

The development along the road relates directly to what one of our students described as the “evolving functionality” of the road: that is to say, the road has changed over time from a collector (or a local road serving the immediate region), to a connector (or an express route) connecting travelers from distant cities to their ultimate destinations on the Outer Cape. This ever-changing functionality has driven alterations in the dimensions and site plans of development along the road. Today there is a mixture of older patterns of development (in which buildings are smaller, and closer to the street), and more recent patterns (which tend to have larger footprints, and greater setbacks). We also examined the phenomenon of sand drives, and the “hollow roads” that run more or less perpendicular to the Route 6 corridor.



The cottage colonies of Wellfleet by the Sea and Surfside are two examples of the wide variety of homes found on the Outer Cape.
Source: UMass

Homes

Our final heading was Homes on the Outer Cape. The casual style of vacation life and residential development on the Outer Cape became identified with the landscape itself, and became a national ideal for leisure time, particularly in the postwar era, just as the residence that the realtors call a Cape Style house did. Ocean View Drive was a component landscape examined in more detail. The cottages of Ocean View Drive are now rare remnants of an earlier era of tourism; most cottage developments of this type (which are not surrounded by national park land) have been developed or redeveloped on a much larger scale. A residential pattern like that of Ocean View Drive represents not only a landscape of historical interest, but also a direct link to a simpler pattern of life and recreation during the 1950s that is not always preserved in larger, more imposing residential development.

The clusters of tourist cabins on Ocean View Drive, such as Wellfleet by the Sea and Surfside, represent a beach lifestyle that was considered desirable by many Americans in the 1950s. These unassuming cottages signify an earlier era of tourist development, one that perhaps emphasized more informality, and direct contact with the beach landscape, and was less concerned with the luxuries of large homes. The cottages were clustered together in a way that created a sense of independence and privacy, but at the same time, allowed opportunities for informal socializing.

PHYSICAL DOCUMENTATION AND PUBLIC INVOLVEMENT

The landscape headings we described combined drawings and other graphic and map analysis of selected, representative landscapes, and of the region as a whole. The headings also combined this study of the physical landscape with documentation of land use and activities, both in the past and the present. The regional character of the Outer Cape, in other words, was presented as a documentation and analysis of the cultural



The classic Cape Cod summer cottage, with its simple lines and rustic exterior, serves as a defining element of the special landscape character of Outer Cape Cod. Photo: UMass

landscape. The great benefit, perhaps, of this study, was the degree to which it required and also initiated public response and involvement. This public conversation continued and helped initiate the dialogue at the Endless Summer conference.

II. WORKING WATERFRONTS

Once and Future New England Harbor Communities

John Mullin, Ph.D., FAICP, Dean of the Graduate School and Director of the Center for Economic Development, University of Massachusetts Amherst

John R. Mullin is the Dean of the Graduate School at the University of Massachusetts and Director of the Center for Economic Development. He is also a Professor of Urban Planning where his research focuses on industrial planning. Dr. Mullin is a Fellow of the American Institute of Certified Planners and a Senior Fulbright Scholar. He has written or edited over 100 book chapters, book reviews, technical reports, journal articles, and conference proceedings. Dr. Mullin has considerable experience working in harbor communities in the Northeast (US) as well as in Portugal. His research primarily focuses on working harbors and how they affect land use and planning decisions in surrounding areas. He has published several refereed articles and book chapters on the subject.

INTRODUCTION

The traditional nature of waterfront communities is changing and thus the manner in which harbors are planned must change. The following essay draws on more than thirty years of experience working with waterfronts and harbor communities in the United States, Canada, Portugal and Northern Ireland to discuss the successes and failures of numerous planning approaches. It also outlines the long-term economic development benefits of collaborative and participatory waterfront planning and redevelopment strategies.

Today, harbors face a broad array of issues. Whether it be the silted river in Newmarket, New Hampshire; the “dockumia” threatening the harbor in Stonington, Connecticut; or the attempts to erect shopping malls on the water-



*The colorful fishing boats in working harbors are an integral part of the unique character of small, harbor communities.
Photo: Mary Lee York*

front in communities like Bridgeport, Connecticut and Gloucester, Massachusetts; New England’s working harbors are at risk.

ISSUES SURROUNDING MODERN-DAY WORKING WATERFRONTS

Our working waterfronts are absolutely priceless. Study after study has shown that harbors and waterways inevitably top the list of what people cherish about coastal communities. People value the places downtown where it is possible to catch glimpses of the water and working boats between buildings, and they implicitly understand how important that is to the character of a town. The Big Dig in Boston generates excitement, not only because an ugly highway is being concealed, but because the project will reunite the waterfront with the heart of the city. But loving a waterfront is not

enough; if a community wants to keep its working harbor, it must work hard to protect it.

Problem Defining Community Character

Communities often fall short in documenting the importance of the working waterfront to maintaining their community character. During periods of rapid change and economic growth, community character comes under assault. Although change is inevitable and necessary, growth should respect existing assets such as working harbors. To ensure that this happens, communities must set aside time and resources to define and document their community character. This definition can then become ammunition against the threat of intrusive development. In court case after court case, towns and cities have found themselves in hot water when they have not properly articulated their community character.

Yet, producing such a definition is surprisingly difficult; communities have a hard time agreeing upon and articulating what their community character actually is.

To be authentic, any character-defining process must involve a wide array of public input. For example, community members should have the opportunity to examine photographs representing parts of town, select images that are most representative of their community and then define what they see.

Communities are at risk if they try to prevent certain types of development from coming to town merely by extolling the virtues of community character without having a solid definition of that character in the Master Plan. The former mill town of St. Albans, Vermont discovered this when they entered into a court battle to prevent the construction of a Wal-Mart store. When they argued that Wal-Marts didn't match the character of St. Albans, the opposing lawyers pressed them to explicitly define the terms "community character" and "mill town." The community was vulnerable because it had not documented its community character.

Uniqueness, specialty and cache are the defining elements of what community character is all about, yet too often communities fail to capitalize on unique assets in their midst. One such place is Watertown, NY, the founding place of F.W. Woolworths. Watertown was trying to find ways to revitalize its downtown but it had overlooked a tremendous opportunity to capture the spirit of Woolworths. The building that once housed the original store was hiding the very first Woolworths soda fountain away in the basement when it should have been prominently featured as a cultural icon. Local history, culture and architecture are important, yet they are often ignored.

Harbors Not Part of Town Master Plan

In many harbor communities there is confusion about who actually controls the harbor. Is it the harbormaster or the Port Authority? What roles do the Coast Guard, the Army Corps of Engineers or the Department of Environmental Protection play? How does the Town Planner and the Planning Board figure in? Bringing all parties together is the real challenge. Some harbor communities do not even include the harbor or port in their master plan. This is a mistake. Communities must work to integrate the people who control the harbor into their planning process.

Waterfronts Cut-Off from Town

One of the greatest problems plaguing waterfronts today is that they have lost a sense of connectedness to their communities because they are severed from their downtowns by roadways or railroads. Coastal roads should not function as barriers, but rather as spines that join sections of the town and the waterfront. For this to occur, they must be kept fairly narrow and slow: 25 miles per hour is an ideal maximum speed. But, in this imperfect world, waterfront roads rarely meet these criteria. Traffic calming amenities can help reduce speeds, but they are often unpopular as people resist losing the fast, straight path along the water. Nevertheless, communities must understand the importance of maintaining the pedestrian and



*In many harbor communities, the decline of the fishing fleet has been accompanied by a proliferation of recreational boats.
Photo: Mary Lee York*

visual connection to the coast and accept the inconvenience. Together, low cost items such as changes in pavement, speed bumps, elevated crosswalks and lights can make a difference.

Decline of Fishing and the Rise of Recreational Boating and Tourism

Modern harbor planning requires an understanding of the future roles of all maritime uses including freight and fishing vessels, passenger ferries, tourist boats and recreational boats.

Fishing is important both economically and visually, but small-scale fishing operations are declining. Most communities want to enable fishing to continue in some form, but they are not sure how to fight against external market forces.

In most coastal areas, the shrinking of the fishing fleet has been counterbalanced by a proliferation of recreational boats of all shapes and sizes. This is rapidly changing the nature of harbors all over the nation. Recreational boating does not mix easily with fishing because the user groups associated with each activity require very different harbor amenities and services. Conflicts arise as each group of stakeholders vies for part of a limited resource.

Problems Integrating Working Waterfront and Tourist Attractions

Fishing vessels are not just part of a maritime industry; they also double as a tourist attraction.

But, the intermingling of industrial and traditional maritime uses with tourism is sometimes quite troublesome. The colorful fishing boats may be picturesque, but they are also smelly and dangerous. Working waterfronts need places for welding and repair, dry docks and other messy activities that are difficult to integrate with tourist and retail uses. Safety is always a concern, and the traffic created by large groups of people moving in and around a working harbor can be difficult to manage.

Privatization of the Waterfront; Trend Towards Highest Uses

The growing trend of privatizing the waterfront and selling off of port facilities threatens the nature of harbors. This was the case in Stonington, Connecticut, where a developer planned to convert an old manufacturing and boat repair site on the harbor into pricey condominiums and carve the frontage into “dockumina,” small private docks for residents. The town was able to stop the project on community character grounds but without good alternatives for how to manage the waterfront. It is only a matter of time before the town loses this resource.

Even when towns have a solid master plan in place that defines their community character, privatization is hard to fight against. Despite the fact that Nantucket has a comprehensive plan detailing an island-wide strategy for preserving character, individual towns still struggle. Recently the only working-class boat yard in Gloucester was purchased by a developer intending to build an exclusive yacht club. A local group is working to develop an alternative scenario for the boat yard that will stand up in court. The town might consider acquiring the boat yard by eminent domain, but that is an unpopular choice. The community must put forth a creative alternative.

Harbors are living and changing constantly and it is increasingly difficult to maintain them as working places. Often the highest and best use of waterfront real estate is not water dependent. Once a community has determined that the

working harbor is an essential part of their character they need to protect it from being developed for higher uses such as housing. Portland, Maine is one example of a city fighting to prevent the working harbor from becoming a gentrified place of living. The city planners find themselves in the odd position of going against the nationwide planning goal of drawing the middle class back into the center city. Portland decided they didn't want too much residential activity near the harbor because they wanted it to remain a working port. After completing their master plan, they successfully refused zoning changes to their waterfront that would allow residential uses.

In Massachusetts, Chapter 91 of the Waterways Regulations stipulates that waterfront projects must allow for public use of the water below the mean high water mark, and non-water dependent uses must provide perimeter paths around their property for water access. However, this regulation is not well-enforced and the public is often unaware of the right to access the water.

In order to maintain a working harbor, communities must critically examine those uses that are placed on or near the waterfront. Water-dependant uses, such as fishing and recreational boating should get first consideration, with



Some non water-dependent uses make sense on a waterfront. Eating establishments serve as a draw, and they meet the needs of those who play and work on the waterfront.
Photo: Rich Delaney, Eastham

Rich Delaney, Easthampton:

You indicated that we should encourage maritime dependent uses of the waterfront, but often the highest and best use of real estate is not water dependent. How can a planner or a town administrator defeat or offset this?

John Mullin:

You can approach this through zoning, but expect resistance. You just have to decide that the working harbor is part of your character and will not be developed for that higher use.

water-related uses such as seafood markets a close second. Non water-related uses, such as malls or housing, should be the last priority, although there are exceptions to the rule. Restaurants and bars work well near or on waterfronts. They are a draw, and people need sustenance as they work or play on the water.

CREATIVE IDEAS FOR HARBOR PRESERVATION AND REDEVELOPMENT

Conservation Programs

Harbor preservation and redevelopment requires innovative solutions. Land trusts have used conservation easements to stabilize property values in towns and this model could be extended to a harbor. In this case the objective would be to stabilize some desirable activity on a specific piece of waterfront. Also, redevelopment authorities have eminent domain powers of condemnation to designate redevelopment areas where they can waive zoning codes.

Some years ago the Massachusetts Coastal Zone Management sponsored a grant program that provided funds to towns for waterfront projects. The program was designed to include a "boat yard preservation rights program" modeled after the more widely-known, agricultural preservation rights program (APR). Although it was never implemented, the concept is valuable as this program could save small shipyards or marinas that are being forced out of business.

Ideas for an Underused Harbor

In some harbor towns, the second and third floors of downtowns and waterfronts are not being used. In many cases the buildings are prevented from maximizing the use of their upper floors by zoning provisions that mandate on-site parking. These bylaws prevent the community from taking advantage of second floors for office space or residential uses.

Although housing is not a water dependent use, it is a good option for the upper floors of waterfront buildings. Ideally, the bulk of this housing should be market-rate. In the past, ports became ghettos for cheap housing, and this created safety concerns around waterfronts. In the words of Michael Porter, “The single greatest detriment to the revitalization of old parts of cities is three things: security, security, security.” If the public senses crime or danger they will not visit or use the area.

Another reason that harbors are underused is that a wide gap exists between the age of the merchants and the property owners in small waterfront communities: merchants tend to be young, while building owners tend to be much older. Typically, people nearing retirement age are more interested in collecting on their equity while younger folks are interested in investing in their businesses. Properties decay when owners do not continually invest.

In order to attract business, working harbors must have the ability to be open for long hours. Throughout the day harbors and downtowns must meet the needs of different groups of people using the street at different times. The contractors who stop for coffee at 7:00 AM have different requirements than the tourists browsing during midday or the after work crowd at cocktail hour. Communities that are able to adapt to these multiple publics will bring in more revenue.

Maximize “Sellscape”

Often, commercial areas near harbors do not maximize their “sellscape.” Sellscape is that set



Many old buildings can be redeveloped or retrofitted to accommodate modern commercial requirements in a manner that respects the architectural styles of historic harbor towns.

Photo: Mary Lee York

of conditions that enable the downtown to be a pleasing experience for shoppers. With the proliferation of online buying and catalogs, today's consumers enjoy an ever-increasing variety of places to spend their dollars, but when they choose to shop at a physical outlet, they want it to be a pleasing experience. There is a rhythm to downtown shopping and tourism activities particularly near harbors. Each business has the potential to incrementally add to the ambiance and vibrancy of a street or waterfront such that collectively, they make up a destination. Retail stores will not do well on a streetscape punctuated with unemployment offices, rehabilitation centers, stores with erratic hours of operation or even law offices. Although offices can pay high rents, when they dominate the ground floor the street loses the energy of a retail/ restaurant atmosphere. Also, to capitalize on shoppers with money, stores must stay open in the evening and have regular closing and opening times.



By their nature, working waterfronts have numerous safety concerns. Source: Mary Lee York

Too many waterfront communities underestimate the impact of design elements on creating a welcoming harbor area. The flavor and style of architecture and design elements such as pedestrian footpaths, lighting, banners, and pavements are important to streetscapes and waterfronts. Old buildings should be redeveloped in a manner that allows them to serve modern functions while respecting traditional architecture.

IMPORTANT POINTS FOR HARBOR PLANNING

Waterfront communities must remember that the planning they do today will be in effect in twenty years. It is important to take the long view and stay the course. Once a harbor area loses its working nature or fills up with condominiums and private docks, the essential character of the community will be forever transformed. If waterfront communities are to preserve their harbors they should remember the following points:

1. There is no substitution for environmental protection

Environmental protection is a critical beginning point for all harbor and waterfront planning. Communities should start with a careful analysis of the environmental status of waterways, of the regulations and of plans for the future.

2. Harbor planning requires an understanding of the different functions of the waterfront

Communities must understand all of the elements necessary to have a working waterfront, from the point a vessel is docked to when it is loaded and launched.

3. Working harbors require careful integration of tourism and industrial functions

For a working harbor to coexist with tourism, coastal communities need to do extensive safety planning. Also, harbor towns need to be wary that when tourist-related activities and residential properties start creeping in, land values tend to increase and push out working activities.

4. Encourage water-dependent uses that are not the highest use

Although this is not always a popular move with property owners who desire the financial return from the higher use, communities must follow the example of Portland, Maine if they are to protect their waterfronts from becoming gentrified.

5. Resist pressures to place malls on harbors

Shopping malls are not water-dependent; they can be placed elsewhere. Look to the example of Bridgeport, Connecticut, a community that recently fought to protect a functional, working-class yacht club from being swallowed up by a mall.

6. Local history and cultural architecture count

Find ways to capitalize on local history, culture and architecture. Look to other communities that have highlighted their historic features: Revolutionary Fort Sewall in Marblehead Harbor, the Historic Piers in Salem, Historic Landings in Provincetown and the period housing in Newport, Rhode Island.

7. Harbor history is often “living”

Harbor history is living history. Find ways to support activities that have been taking place for hundreds of years, perhaps in a new form. Follow the example of Portsmouth, New Hampshire a working port that has maintained its flavor. In Portsmouth, the patrons of the Sheraton Hotel enjoy peering out through the lobby window which overlooks a harbor junk yard where freighters are unloaded all day.

8. Be careful about putting harbors “under glass”

Harbors by their nature are grimy, smelly and highly active. They should not be sanitized. Beware of a proliferation of establishments with titles such as “Ye Olde Shoppe” that are not authentic.

Recently, Baltimore has undergone a massive overhaul of its inner harbor. The Baltimore

Inner Harbor has become a festival marketplace with retail space. The challenge is how to maintain a vestige of authenticity.

9. Harbors should operate as close to 24 hours as possible

Modern harbors must operate around the clock and harbor communities must be able to adapt to these multiple publics.

10. Highways and parking should not separate harbors from downtowns

Harbor communities must use design and planning tools to reconnect the waterfront to the downtown across rail lines and highway areas.

11. Harbors need to be seasonal

Many harbor regions that have historically been one-season places have devised creative ideas to expand the shoulders of the season. The chamber of commerce in Martha’s Vineyard boosted visitorship in the spring and fall such that their season now runs from April through October. Determine what amenities are necessary for the harbor to function throughout different times of year.

12. Waterfront communities should capitalize on their unique sensory features

People flock to coastal areas because of the rich sensory experience they find there. Harbor communities should find opportunities to enhance distinctive elements such as: water, wind, smell, color, sound, and sunsets.

13. Focus on “sellscape”

Communities should consider the impact of design elements on the vibrancy of the waterfront. They should apply the “window test” to the businesses in their waterfront areas by grading storefronts in terms of: their ability to generate interest, hours of operation and their contribution to community character.

14. Ensure that the upper floors of harbor districts are in use

Communities must find ways to break down the barriers that prevent the upper floors of

Harbor communities should find opportunities to enhance distinctive elements

Water: The coast is the most important contribution to the landscape, but water can be used as a design feature to expand the area considered waterfront.

Wind: Ever-present coastal breezes can be captured with bright flags, moving sculptures or billowing sails.

Smell: The rejuvenating salt air of the waterfront mixes well with the aroma of cooking seafood or baking bread.

Color: Brightly-colored fishing boats, flags, benches and awnings are a draw. The brilliant light near the sea allows for bolder hues than those that are appropriate inland.

Lighting: Lighting can be an enormously powerful tool for opening up waterfront areas to the public.

Sound: Working harbors might benefit from street music.

waterfront buildings from being occupied. They should create conditions that allow for parking elsewhere, look to encourage mixed use development, and empower the planning board with special permit powers and sight plan approval.

15. Small harbor museums rarely work

Unless they have a sizeable endowment, small town, volunteer-driven museums often fall into ruin. Enthusiastic volunteers acquire artifacts and design displays, but volunteerism has limits. Instead, advocate for a “museum plus”, a small exhibit tied to an establishment with regular visitors.

16. Data is essential: A good time is not enough

Waterfront planning must be data driven. Technology can help determine what would sell in a particular community. Conduct surveys to find out whether to invest in certain kinds of visitors. Do town festivals add value by allowing local merchants to benefit? Once a community is armed with data they can tailor their downtown for success.

17. Small harbors need to present a sense of welcome

Security is always an issue for waterfronts, but filling the streets with police is not always the right answer. Enlisting citizens or retired security personnel to walk the streets as “friends of the city” can discourage crime. Lighting on piers can dramatically add to the perception of security, and prominently posted directions, maps and restrooms present a sense of welcome.

18. The master plan must include the harbor

Harbor planning should be a fundamental element within the master planning process. Communities must ask themselves, “Who owns the harbor? What are the uses we want to have on our waterfront? How should it be zoned?”

Because waterfront planning will have long-ranging effects, communities must:

1. Think long term
2. Build consensus
3. Have patience
4. Think regionally

Working Waterfronts Group Report: October 7-8, 2004

INTRODUCTION

This summary reflects the collective ideas of a group of some twenty individuals who met during conference break out sessions and a field session to explore ideals for the working waterfronts on the Outer Cape. This summary was prepared from notes recorded during the session and is presented in three sections as outlined below. More detailed session notes are available through the Cape Cod National Seashore (CACO_Superintendent@nps.gov).

- I. Vision Statement for 2020
- II. Field Session Discussion
- III. Closing Comments, Audience Feedback, Commitments Made

I. WORKING WATERFRONT VISION STATEMENT FOR 2020

By 2020 the Outer Cape will have:

- Working waterfronts with ample public access and public moorings.
- A general awareness about the importance of harbors to town character.
- Welcoming harbors that are beautiful, have clean water and clean marinas (i.e. Rhode Island and Maryland), and are tourism friendly, but that still retain areas that are utilitarian and “undesigned.”
- The availability of good, waterfront jobs.
- Waterfronts with infrastructure and services for commercial and recreational use.
- Off-loading opportunities, ample fuel, ice
- Nearby parking
- Public restrooms on the harbor and a harbor walk
- Better awareness of the Coastal Zone Management Act and how it translates to the community.
- Harbors that are integrated into town life,



The working waterfront field session included a boat tour of Provincetown Harbor, courtesy of excursion tour operator, Mark Finley. Participants viewed public and private piers and sites for shellfish harvesting, as they discussed issues facing Outer Cape harbors. Photo: Mary Lee York

surrounded by thriving shore businesses such as restaurants, and include compatible, mixed-use development.

- A diversity of harbor scales represented with different capacities: e.g., stage harbor.
- Working waterfronts that are economically viable with services and activities that compliment revenue generation.
- Waterfronts with good harbor planning processes.
 - Strong working relationship between the agencies involved in the waterfront, the towns, and the different user groups
 - Local values prevail

II. FIELD SESSION DISCUSSION

History of the Harbor

- Landing site for Mayflower and early use by Pilgrims; settlement and road construction.

Overview of Use and Management

- Town oversight is an added layer of bureaucracy. This makes it difficult to respond to market issues.
- The Harbormaster is responsible for public safety and enforcement of the harbor plan.
- Ferry service to Boston, other cities.
- Fishing boats, related services (ice, transport, etc.)
- Recreational boats, excursion boats, whale-watching and harbor/wildlife tour boats.
- Use of the pier for special events.
- Drawing visitors out onto the pier.
- Visual importance of active fishing industry.

- Boat slips have different rates for fishing/recreation.
- Difficult for fishermen to meet costs.
- Pressure by town to turn a profit, repay debt connected to pier construction.

Excursion Boat Business

- The fatal flaw was to shift expenses to users.
- Most excursion business in past five years have failed.
- The pier serves as a sidewalk and draws in business.
- Most businesses cannot easily relocate. The owners are settled here and have families.
- There is very little outside investment.

Other Views

- At Chatham Pier, 30 percent of the annual revenues come from aquaculture.
- Small towns share more grievances than values.

Market Forces

- In 2020, there will not be more fishing boats than are in today's fleet. There are more recent announcements regarding fishing closures.
- We must address needs of those who survive.
- We need a marketing plan to attract other types of boats and other uses.
- Abrupt changes and more instability will lead to loss of small fishing boats.

Bring in Experts?

- There is a need for groundtruthing and to bring in three experts/users from similar operations elsewhere.

- What about public forum and process? Bring stakeholders to the table in a way that trust can happen.

Can CCNS help in any way?

- Many eco-tourism groups have permits for doing trips in the park (kayaks, pontoon, etc.) There may be potential for public-private partnerships.
- Many of the most affluent Americans are birders who might present a possible off-season market.
- What business surveys have been done? The Provincetown Chamber of Commerce did a survey June-Sept. this year, still analyzing.
- The original CCNS policy was to not interfere with local services (campgrounds, beaches). They are “gun-shy” about any interaction.

Create a Shoulder Season

- On Martha’s Vineyard they are trying to create a shoulder season (weddings, eco-tourism outside July-Aug., Elderhostel and other educational tours.
- Elderhostel has come to Provincetown in the past, but it “fizzled.” Center for Coastal Studies did whale watching with students, and school groups are still coming.

What is the value of the Pier to the community? What if it’s gone?

- There is a need for full-costing out based on merits.
- Total cost recovery is “ludicrous.”
- Have boats and dockside businesses always paid for full expenses of piers?
- Stabilizing prices will encourage confidence and further investment.

- Upgrades are needed. Some services were promised but not delivered (restrooms at end of pier, dump stations).
- There is a credibility gap between the town and users, and the pier is in the middle.

Value of Pier/Harbor to Town

- Boston is a lifeline to Provincetown; what is this value?
- There are plenty of examples where there is more public investment in infrastructure, subsidized ferries, tax breaks etc.
- Without supportive uses (those that contribute to character, visitorship), Provincetown could end up with sterile pier, with “dockumina.”
- Pier is a public good. Europe subsidizes farmers, countryside aesthetically important to tourists. Here is there a similar importance of pier to the community and visitors?
- Locals may not know that traditional uses are so valued by visitors.
- Public good not usually onerous, but accepted.

III. CLOSING COMMENTS, AUDIENCE FEEDBACK, COMMITMENTS MADE

Dan Dray, Cape Cod Economic Development Corporation, summarized the group's findings:

The working waterfront must be economically viable. The pier itself needs to put forth a strong contribution to the bottom line. Perhaps the working waterfront will not always be here; the fishing fleet is suffering and will probably be reduced over time.

We are not implying that the uses that take place on the waterfront totally pay for all the cost involved in running the waterfront, but there should be a strong base of economic support through the activities that take place there. In the large scheme of things, in the whole financial model that makes the working waterfront work, the waterfront makes a strong and consistent contribution to the bottom line.

- Public access is seen as a problem and an opportunity.
- Public access is a foundation piece for the total functionality of the pier or the working waterfront.
- The working waterfront suffers an image problem with the public.
- Is the public paying its share? The pier is a piece of public infrastructure and has intrinsic value to the town. There is a need for some valuing equation to find out what portion the town can contribute to sustain the pier economically. The particular issue with Provincetown is the outstanding debt owed to the town.
- In this particular community they need to look at the public value of the pier apart from the privatized uses that occur on it. The range of values has to be defined and integrated into the planning process with regard to the working waterfront.

- To resolve conflicts, identify all the stakeholders and make them part of the process. It is not just the pier corporation and the selectmen in town. Include the arts groups, the merchants, the second homeowners and the residents.
- Working waterfronts should be unsanitized.
- Water quality is always an issue.
- Retain services necessary for a working waterfront.
- Need to build some predictability into the fees charged by the pier.

Action Plan

Henry Stephenson, Tisbury Planning Board, discussed other issues and presented Action Items for the Working Waterfront Group

There were many relatively easy, feasible choices for action, and most had to do with providing access and services. The larger issues, like financial issues for piers, were tougher. It is hard to make action items regarding the economy.

We discovered that many harbor plans were done in the past and they contain ideas and regulations that are sometimes used by agencies to affect certain decisions but the plans themselves have been sitting unused for a long time.

Harbor values have a lot to do with how the harbor connects with the town. Sometimes harbors get cut off from their town, so the link between the town and the harbor gets threatened.

We spent most of our time talking about the pier in Provincetown. It is a good model and would be useful to other towns.

We came up with the following action items:

- The town needs to revive the existing harbor plan. The executive summary of

the harbor plan needs to be brought forward on a regular basis so that the towns and communities understand the overall goals.

- The fishing fleets are reduced, so we have a situation where if we want to keep the waterfront active we will have to think of new, viable activities.
- Install amenities such as interpretive signing and restrooms.
- We talked about doing an asset study. It is not clear what the town has as assets and what the town actually owns and what the character that the town has the draws people to it.
- Do an aquaculture study or examine recent studies.

Next Steps

Christine Silverstein, Sustainable Nantucket, presented the following next action steps for the group:

- We must put forth the question to the public: Do we want working waterfronts to become extinct or not?
- Think of how to balance recreational interests with the working waterfront idea.
- Bring community back to waterfront by developing an events calendar and doing a town asset study for harbor. Make the community understand and identify the value of the waterfront.

Holly Stevenson, Martha's Vineyard:

I would like to thank whoever included the Islands in this meeting because we are pretty isolated. It seems we are clearly tackling the same issues as the Outer Cape.

Rex Mckinsey, Pier Manager,
MacMillan Wharf:

I want to offer a note of thanks to the working waterfront group. It was great to see the people who aren't from here or who do not really know much about what is going on in Provincetown, identify basically the same issues we are working on.

I have come away from this with some additional ideas and some new energy which I hope to take back and work with our stakeholders on the waterfront.

III. AFFORDABLE HOUSING

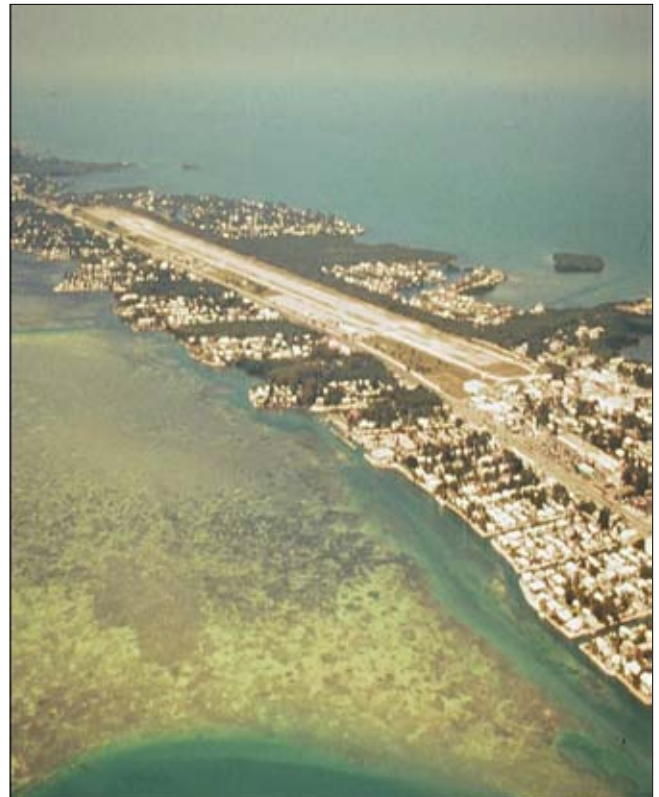
Providing Affordable Housing in Resort Communities: A Holistic, Area-Wide Approach

Debbie Love, Middle Keys Community Land Trust, Florida

Debbie Love is an urban planner, specializing in affordable housing and economic redevelopment. She began working on the issue of affordable housing in the Florida Keys in 1997. In 1999, the Middle Keys Community Land Trust was founded to work between the city of Marathon and Key West, and it has successfully raised funds to support affordable housing. Debbie was the former planning manager for the City of Marathon, Florida, and has recently drafted a master redevelopment plan for that city. As a soldier in the field for affordable housing, she develops master plans that include affordable housing, reviews and writes land development regulations, and helps in volunteer activities for housing preservation and protection of community character.

AFFORDABLE HOUSING AND COMMUNITY CHARACTER

The issue of affordable housing is intrinsically linked to community character. When a community loses its base of affordable units it loses a significant piece of what makes a place authentic. Affordable housing really is “community housing” because communities must accommodate a range of incomes: professionals, retail workers, public servants and all of the other people that comprise a community and make it healthy and balanced. Like the preservation of community character, it takes a holistic, regional approach to successfully provide affordable housing. Alone, neither regulatory reform, nor policy changes will do the job. Instead, communities should apply a “toolbox” of techniques to achieve their goals.



The City of Marathon in the Florida Keys deals with numerous constraints that impact affordable housing.

Photo: Larry Benvenuti

AFFORDABLE HOUSING IN THE FLORIDA KEYS

The Florida Keys is a prime tourist destination and a second home to snow birds from northern climates. This drives large shifts in the seasonal economic cycle as the population nearly doubles during winter, making it hard for businesses and communities to adjust as workforce and housing demands fluctuate. In addition, fully 53 percent of the economy of the Keys is comprised of the hospitality industry,

which includes a large amount of low-paying service jobs. The workers who fill these jobs need low-cost, seasonal housing, but, like most coastal areas in the United States, the Keys have experienced a dramatic loss of affordable housing during the past two decades. People who had conventionally been able to live in and serve the community were not able to afford housing. Also, local municipalities were finding it increasingly difficult to provide core services because they could not fill openings for police deputies, school teachers, firefighters, and other public employees.

In the 1990s, efforts to provide affordable housing in Monroe County were fragmented and often ineffectual. Each group was working on their own projects in isolation, and none were gathering the critical mass necessary to make broad, meaningful changes. There was a need for a centralized body that could sustain an area-wide, cooperative effort.

In 1997, the Florida Department of Community Affairs and the South Florida Regional Planning Council convened a series of affordable housing summits and assembled a broad range of affordable housing advocates including, County representatives, individual municipalities, environmental groups, non-profit housing developers such as Habitat for Humanity and the Monroe County Housing Authority, as well as representatives from local businesses, the sheriffs' department and the Monroe County School Board. The summits resulted in the formation of a statewide panel: "The Affordable Housing Oversight Committee," (AFHOC). Members of the Oversight Committee reviewed many ideas, including a Community Land Trust model, and in 2001 the Middle Keys Community Land Trust was founded to fill the need for a centralized entity that could facilitate and focus public discussion and involvement and help deal with the financial aspects of providing affordable housing.

In addition to its mission of developing and preserving existing affordable housing for work-

REGIONALISM

Because of the nature of the affordable housing problem, any sustained effort to deal with the issue must involve regional cooperation. Yet, many community members fear a loss of local control when they hear about efforts for "regional planning" or the creation of a "regional housing plan." Effective regional planning need not threaten local independence. In its best form, regional planning involves representatives from various agencies serving in an advisory capacity to counties and cities. It is a cross-jurisdictional approach that recognizes the commonalities among communities while respecting the autonomy of individual townships and supporting local control.

Florida's regional planning councils are an asset to the state's communities. The councils have the ability to comment on land development regulations, and, while they act as intermediaries in the process of developing comprehensive land use plans, the power is still controlled by local governments. The regional planning councils have successfully fostered collaboration between Florida Keys communities regarding water issues and transportation, and progress is being made on affordable housing, particularly as it relates to regulatory reform and requirements such as inclusionary zoning.

ing residents of the County, the Trust aims to foster private and public partnerships while working to infuse local and state government committees with the political will to effect change. Among its members are many knowledgeable professionals who donate time towards solving the affordable housing issue including land use attorneys, real-estate professionals, planners, advocates, and business owners. Together, they advocate for reducing regulatory barriers to affordable housing by identifying policy changes that need to occur at the local, state, and national levels.

INVOLVING THE COMMUNITY

Community outreach and consensus building are an essential part of dealing with affordable housing issues. The stakeholders in resort communities have widely divergent interests. Often, private landowners, state and federal agencies and local community boards are pitted against one another. Although it is very difficult to build consensus in this environment, it is essential, because consensus allows for lasting changes to occur.

Yet, involving the community without building any foundation of consensus can invite problems such as opening the door to NIMBY-ism (Not in My Backyard). To avoid this, organizations must reach out to the community in many different ways. The Middle Keys Community Land Trust has started a public education campaign about the nature of the affordable housing crisis facing the Keys and encourages community members to join the Affordable Housing Oversight Committee. Also, whenever communities do something unique or when a particular organization accomplishes a milestone, the Trust makes a big public production out of their achievement. This promotes the affordable housing cause and reinvigorates those who are working so hard to provide new opportunities. Slowly, the reputation of the Trust has grown, and the public is beginning to understand the broad scope of the affordable housing issue.

CHALLENGES TO PROVIDING AFFORDABLE HOUSING IN THE KEYS

Coastal areas are often similar in their geographic and environmental constraints. These constraints can directly—and sometimes indirectly—add to the affordable housing crisis.

Physical Limits

The Florida Keys are a string of small islands reaching 100 miles off the mainland with severely limited land areas and long linear development patterns concentrated along one road.



The Florida Keys are accessed by one, long roadway, which limits access and drives up costs. Photo: Larry Benvenuti

Nearly all consumables must be imported, and this adds to the cost of housing.

Weather Considerations

The Florida Keys lie in a zone that is frequented annually by hurricanes and tropical storms. The Federal Emergency Management Association (FEMA) mandates that new housing be constructed above flood and storm surge levels which adds a surprisingly high premium to base construction costs. In addition, the region's growth capacity is limited by the hurricane evacuation plan that requires the entire region to be evacuated within 24 hours. Any type of new residential construction impacts this evacuation plan.

For years, non-conforming structures, such as elevated homes with lower-level apartments, served as an important source of affordable housing on the Keys. Recently however, FEMA has begun to aggressively enforce flood management regulations that prohibit such structures. This will eventually eliminate an estimated 12,000 units of affordable housing.

Lack of Housing Stock/ High Land Costs

The lack of land stock in coastal areas is a

formidable barrier to affordable housing. The ever increasing role of land as a source of secure and profitable investment has intensified the commercial market system to the point where urban land and some rural land is well beyond the affordability of even the middle income workforce.

“Affordable housing” means that an individual spends no more than 30 percent of their income on housing costs. By this number, a family with a median income for the Keys can afford a house that costs about \$90,000. But the Keys are the most expensive county in the state to live in; the average selling price of a home runs around \$460,000. The result is that, without subsidies, people with average incomes are finding it hard to leverage funding to buy housing.

Loss of Trailer Parks

Mobile homes are an important piece of the affordable housing picture. In the Keys, trailers on tiny 30 foot by 50 foot lots sell for approximately \$250,000 and rent for \$1200 per month. Many are concentrated on large waterfront lots in higher densities than are allowed by zoning. Unfortunately, developers are now targeting these waterfront properties because these units are exempt from rate of growth limitations, so they are easily transformed into multimillion dollar condominiums.



Trailers provide an important source of affordable housing in the Keys. Photo: Debbie Love

Problems with Current Zoning

As is the case in many areas of the country, the Keys suffer from outdated land development regulations. The current rules are modeled on postwar, suburban development codes characteristic of mid twentieth century growth patterns. Land uses are segregated, and residential density allowances are very low at 12 units per acre, although some zoning districts allow 25 units per acre for affordable units. Commercial parking ratios are high and lot coverage is limited to 25 to 30 percent of the site area.

Environmental Considerations

Like other coastal resort communities, the Florida Keys deal with a wide array of environmental concerns and constraints. The Keys are home to a number of federal, state, county and local parks; reserves; sanctuaries; and green spaces; each of which is governed by different entities with different rules and mandates.¹ The presence of the parks draws visitors, drives up the value of adjacent land and increases the demand for housing, while park/reserve rules add to the complex regulatory environment for creating new housing. These parks and refuges protect the habitat of number of endangered species. Although many residents are committed to protecting fragmented habitats, others are frustrated by what they consider as valuing wildlife over the need for housing.

Special Considerations and Growth Management Initiatives

Nationwide, high growth communities are experimenting with moratoriums, building permit caps, public facilities level of service ordinances, and other growth management tools. Although these slow-down strategies can be effective as a stopgap measure, they often have unintended consequences in coastal communities.

In 1974 the Florida Keys were labeled as an Area of Critical State Concern.² This designation serves to protect water quality by imposing another layer of regulatory barriers on

development. Furthermore, in 1992, Monroe County adopted a comprehensive land use plan and established a Rate of Growth Ordinance that capped all growth in the county to 250 units per year.³ The ordinance also establishes a competitive point structure that directs growth to infill areas; ties commercial growth to residential housing; and imposes an immediate moratorium on commercial expansion, including all hotel/motel development.

These well-intentioned laws have had unforeseen impacts. The Area of Critical State Concern designation has complicated efforts to provide affordable housing by driving up overall costs, while the Rate of Growth Ordinance has slowed down economic revitalization and aggravated the imbalance in who can build housing. New business construction is at a standstill, and existing businesses do not reinvest. Also, the competitive point system rewards large developers able to dedicate significant numbers of environmentally-sensitive lots as open space by moving them to the head of the permit lines. These outcomes can be avoided by allowing an exemption for low to moderate income housing in a permit allocation system.

PROVIDING AFFORDABLE HOUSING AND PRESERVING COMMUNITY CHARACTER IN MARATHON

Master Plan / Visioning

Marathon is a relatively new city, having been formed around several motels, restaurants and motor lodges that served as a stopover point for tourists bound for Key West. As development pressures have accelerated, Marathon has found itself in the position of making hard choices about how to develop. The citizens and government people of Marathon realize that without a master plan that clearly articulates a forward-looking vision, the community will not be what it is today. Thus, the City is engaged in a master planning process that will help it define its character and plan for the future. As part of

ARTICULATE A VISION

If a community does not drive development, the developers will drive it and the community will risk losing its distinctive flavor and the elements that are important for preserving character. Communities must outline what they want to see for future development in their master plan.

that process, residents participated in a visioning exercise where they considered potential future scenarios for Marathon.

Inclusionary Zoning / Mixed Income Projects

Inclusionary zoning is an effective way of encouraging developers to build affordable housing. Although currently not mandated, this tool will be added to the “tool box” as new codes are developed. Ideally, inclusionary zoning in Marathon and the other Keys would be inverse of what is usually done elsewhere in the country, where a large percentage of market-rate units accompany a few affordable units. Instead, developers would be allowed a few market rate units and the rest would be affordable.

Form-based Regulations

The City of Marathon is slowly changing from performance-based land use regulations to form-based regulations. The new approach places less emphasis on restricting uses and more on strengthening community character by controlling form. Much of the community is already characterized by mixed use development, and the new rules build on this by applying smart growth principles. The goal is to direct affordable housing into the urban core near transportation hubs, commercial activity and work sites. Also, the city has had considerable success fostering mixed use developments with non-profit activity.

Employer-Assisted Housing

One of the newest approaches to providing affordable housing in the Keys involves encouraging local businesses to offer employer-assisted housing. The nexus between housing and commercial growth and redevelopment is clear: local businesses are negatively impacted when employees are unable to live in or near the community where they work. Although employers have a vested interest in affordable housing, they are sometimes slow to act.

Overlay Districts

Social overlay districts are also an option. This superimposes another layer of zoning over existing zoning districts. It is used for creating restrictions on alcohol licensing and for affordable housing.

Marathon has combined statistics from the U.S. Department of Labor with information gleaned from surveys of local businesses to calculate the number of additional employees that typically accompany any given square footage expansion of commercial property. This data helps entice businesses to join the effort in finding housing for employees and their families.

Fannie Mae administers a federal program that aids businesses set up an employee housing benefit. Recently, the Home Depot Company has expressed interest in using this program to establish an employer housing-assistance program in the Keys. It provides benefits such as, rental or down payment assistance, help with closing costs, home-buyer counseling and time-off for the purpose of securing housing.

When trying to encourage local businesses to consider employer-assisted housing, refer the eight “R’s”: Recruitment, Retention, Revitalization, Reinforced community, the Right thing to do, Relationships, Return on investment, and Recognition in the community.

Similarly, local municipalities are looking to assist city employees with housing. With an average home selling price at \$800,000 and sky-high rental rates, the City of Key West has trouble hiring and retaining municipal staff. In response, the city established a grant program to offer move-in assistance funding to help city workers with the large sums needed for first and last month and security deposits.

Living Wage Ordinance

Although the term “living wage” has been widely used by social justice and affordable housing advocates to point out the inadequacy of the federal minimum wage, a living wage ordinance is a tool that has been used in a number of cities throughout the country, including several in Massachusetts. It is a local ordinance that requires certain government - and many times the municipal jurisdiction itself - to pay their employees a living wage. The idea behind this is that governments should not be forcing people to work for wages less than those that would enable them live in that community. The wages must at least meet federal and state minimum wage levels, but they are often determined by federal guidelines as to what a full-time worker must earn annually to support a family at the poverty line.

Many communities worry about the fiscal impacts of a living wage ordinance, yet research has shown that it does not drive the cost of contracts through the roof. Normally, contracts make between 15 and 20 percent profit, and a living wage usually adds only about 1-2 percent to the cost of contracts. Organizations such as ACORN, a well-known advocate of the living wage ordinance, can help communities draft legally-defensible language for a living wage bylaw.

Tax Exemptions

Although tax exemptions can make some forms of housing more affordable, they sometimes have unwanted outcomes. For example, in Florida, owner-occupied homes are eligible for a

homestead tax exemption in addition to a 3 percent cap on annual tax rate increases. As property values rapidly increased, owners who lived in their homes received a break, while owners who rented did not. Consequently, rental rates shot up, and many lower-income people were forced out of the rental market. Moreover, citing high taxes, many owners left the rental business altogether by selling their property off as vacation houses thereby removing more units from the dwindling stock of affordable housing.

AFFORDABLE HOUSING TOOLS UNDER CONSIDERATION IN FLORIDA

Fast Track Development Review and Appeals

Many states have legislation designed to force communities to increase the percentage of affordable housing units. In Massachusetts, the 40B legislation is a powerful tool that allows affordable housing developers to fast track their applications through a community's Zoning Board of Appeals process if that community is below a threshold of affordable housing units.⁴ This is significant because the funding of affordable housing developments is time-sensitive, and developers are easily discouraged by long approval processes.

Development Fee Waivers and Reimbursement Fees

A development fee waiver does not just waive impact fees, as is commonly done for affordable housing projects, but it also involves waiving the non-profit activity that is part of the permit. Development impact fees can easily amount to \$5000 per residential house, which drives up the cost to the home-buyer.

New Forms of High Density Housing

Although the State of Florida does not allow high-density housing to occur in the Keys, several other Florida communities are pioneering creative solutions to provide affordable housing that is compatible with community character. The City of Orlando, Florida has been successful in allowing new subdivisions to build

what they have termed "tandem, single-family development." This conditional use allows a small bonus unit to be built on the same lot as a single family home. Miami-Dade County have won an award for their zero-lot-line ordinance that allows houses to be built on small lots. The program has been successful, producing over 27,000 single-family, affordable units in the last year alone.

FUNDING SOURCES

The state of Florida administers a number of funding programs for affordable housing.⁵ Some are Florida-specific, but others are either available nationwide or have equivalents in other states. They cover a wide array of issues including ownership, rental housing, home rehabilitation, and weatherization. One of the most significant is the William E. Sadowski Affordable Housing Act, which was enacted by the Florida Legislature in 1992 and provides a dedicated revenue source for affordable housing.⁶ It requires a diligent annual campaign to prevent government leaders from diverting money from this trust fund into the general fund.

Although several states, including Massachusetts, have laws that allow communities to add a levy surcharge to raise funds for affordable housing, Florida's Monroe county has a unique, half-cent sales tax that is used for land conservation and affordable housing. The program is administered through the Monroe County Land Authority which purchases land or existing affordable housing units and donates it to non-profit developers who then construct homes on the vacant property or who manage and monitor the existing units to assure their continued long-term use as affordable housing.

PARTNERSHIPS

Keys as Area-Wide Cooperative

Affordable housing advocates should develop partnership arrangements between the public

and private sectors where they pool their resources and strengths to achieve mutually beneficial outcomes. Together with other groups, the Middle Keys Community Land Trust has been successful at building area-wide cooperative agreements.

Faith-Based Organizations

Faith-based organizations can be another partner in the quest for affordable housing. These groups can provide various forms of assistance including funding, land, and labor. The Trust has worked with the local diocese of the Catholic Church, with FIND, an association of faith based organizations, and the Christian Contractors to provide housing for seniors including retired fishermen.

Schools, Police and Hospitals

Just like local businesses, hospitals, schools and police departments have an interest in making housing available for their staff. High housing costs make it difficult to attract and retain quality employees. Institutions often own land around their buildings, and they might be open to the idea constructing employee housing on these sites. The Middle Keys Land Trust is currently involved in finalizing an agreement with the School Board to develop housing just for school teachers. Likewise, the Trust has been approached by County Sheriffs' department to develop deputy housing and the Trust is negotiating a unique arrangement with a local hospital to build staff housing on hospital property.

Board of Realtors

The board of realtors can act as an early warning system for when units that have traditionally served as affordable housing come up for sale. In the Keys, they have helped save many units, merely by being willing to notify the land trust first when they become available. Although this does not ensure a deeply discounted selling price, it allows the land trust to pick and choose each purchase carefully, understanding that market valuation will drive the ultimate price accepted by the seller.

Partnerships Between Communities

Working regionally allows communities to support each other in finding solutions for affordable housing. Although one particular town might not have land available to develop affordable housing, they can look to surrounding communities that might be willing to exchange land for funds. For example, Marathon's neighbor community of Islamorada has requested the Trust's assistance for developing community housing.

Overseas Village Redevelopment

The Middle Keys Community Land Trust has been involved in many successful public/private partnership projects over the years. One shining example is the recently completed redevelopment of a sixteen-unit, blighted motel into a desirable affordable housing community. This project involved a transfer of development rights agreement between the developer and the city. The Community Land Trust presided over resident selection criteria and financial matters, but it did not contribute any funds. Today, nine affordable units reflective of 1950s local vernacular style stand on the site. They ranged in cost from \$140,000 for a one bedroom unit to \$170,000 for a three bedroom unit and drew nearly 200 applications. Additionally, four new town homes have recently been constructed on the site for a total of 13 affordable housing units.

CONCLUSION

Creating affordable housing requires a holistic approach. Proponents must maintain a regional perspective and consider many alternatives, including regulatory and land use reforms and partnerships. Coastal communities like the Outer Cape and the Florida Keys can learn from each other as they examine and try out different possibilities. By convening citizens, academics and agency representatives, the Endless Summer Conference provides a forum that can energize citizen activism and perhaps coalesce disparate initiatives into a movement. Groups such as the Lower Cape Community Development



*Overseas Village is an affordable housing redevelopment project resulting from a public/private partnership.
Photo: Debbie Love*

Corporation that focus on affordable housing needs can build on this energy. This conference is a very positive step and the regions are fortunate to have the National Park Service to assist in bringing the effort together. Hopefully, several groups will develop partnerships in their goals of preserving character and providing “community housing.”

NOTES

1. A partial list of organizations with regulatory oversight in the Florida Keys: Army Corps of Engineers (ACOE), National Oceanic and Atmospheric Administration (NOAA), Florida Department of Environmental Protection (DEP), U.S. Fish and Wildlife Service (FWS), Florida Fish and Wildlife (FFW), Florida Keys National Marine Sanctuary (NWS), South Florida Water Management District (SFWMD), Local Jurisdiction and County Land Development Regulations, South Florida Regional Planning Council (SFRPC), Monroe County Division of Marine Resources (DMR), United States Coast Guard (USCG), United States Fish and Wildlife Service (USFWS).
2. Chapter 380.05, Florida Statutes-- The purpose of this designation is to develop land and water management policies that improve water quality and guide well-planned development over the long-term. The Florida Department of Community Affairs (DCA) has oversight over all land use matters. Local municipalities cannot issue even a small permit to extend the footprint of a private home or increase the intensity of use without state approval.
3. Under the auspices of the Florida Department of Community Affairs, Monroe County established a comprehensive land use plan with a Rate of Growth Ordinance

(ROGO) based upon the ability to safely evacuate the Florida Keys during a hurricane within 24 hours. The plan imposes a growth cap limiting county-wide, residential development to a total of 2550 units over a 10-year time frame at a rate of 250 units per year. The ordinance also establishes a competitive point structure that directs growth to in-fill areas; ties commercial growth to residential housing; and imposes an immediate moratorium on commercial expansion, including all hotel/motel development.

4. Chapter 40B is known as the Comprehensive Permit Law which enables local Zoning Board of Appeals (ZBAs) to approve affordable housing developments under more flexible rules providing that at least 20-25% of the units have long term affordable restrictions.

5. Private, state and federal funding sources include: Community Contribution Tax Credit Program, Community Development Block Grants, Federal Affordable Housing Program, Community Investment Program, Sadowski Act Funds Bond Issue, Affordable Housing Guarantee Program, Home ownership Assistance Program, Homeless Housing Assistance Grant, and the Pre-development Loan Program.

6. The Sadowski Affordable Housing Act is funded by a twenty cent increase on the documentary stamp tax. The monies from the doc stamp are split between the Florida Housing Finance Corporation and all counties and entitlement municipalities. Approximately 70% goes to local governments and the state receives 30%. Currently, the Sadowski Act generates over \$375 million annually.

Affordable Housing Group Report: October 7-8, 2004

INTRODUCTION

This summary reflects the collective ideas of a group of some twenty individuals who met during conference break out sessions and a field session to explore ideas for affordable housing on the Outer Cape. This summary was prepared from notes recorded during the session and is presented in three sections as outlined below. More detailed session notes are available through the Cape Cod National Seashore (CACO_Superintendent@nps.gov).

- I. Vision Statement for 2020
- II. Issues, Potential Immediate Steps and Long-term Solutions, and Action Plan
- III. Closing Comments

I. AFFORDABLE HOUSING VISION STATEMENT FOR 2020

By 2020 the Outer Cape will have:

- A regional plan developed and implemented
 - Region has mapped areas for growth and protection
 - Towns and Seashore actively collaborating
- Found a way to fund property acquisition and conversion of existing property
 - Affordability across wide range of incomes (low to median)
 - Affordable housing is well-maintained
- A stable and sustainable year-round population
 - Including school-age population and young adult population
 - Attract technology jobs to balance seasonal economic swings
 - Provide sufficient housing for seasonal workforce



The proliferation of million-dollar second homes, and retirement dream homes on the Outer Cape, has pushed the median house price well above what is affordable for most people who work in the community. Photo: PANDION

II. ISSUES, POTENTIAL IMMEDIATE STEPS AND LONG-TERM SOLUTIONS, AND ACTION PLAN

Issues

- Lack of affordable land and infrastructure
- Need for zoning by-law upgrades
- Need for above-shop housing
- Consider NPS lands exchange of use of housing in park
- Solutions in other resort communities
- Link between affordable housing and viability of small businesses
- Cape Cod Community College dormitory feasibility study and use of dorms for summer, workforce housing
- Workforce housing, including small businesses workforce housing
- Need to address seasonal housing and year-round housing
- Interrelationship between affordable housing and transportation
- Conflict between open space and affordable housing interests

Actions

- Form a sub-regional Housing Workgroup (meet by mid-Nov)
- Develop an awareness campaign (begin to unroll March 2005 for town meetings)
 - Complete a needs analysis by sector
 - Detail economic impacts, including lack of impact on property values
 - Put a face to housing needs
 - Propose action steps
- Begin to implement action steps (begin spring 2005)

- Research possible funding options/ sources (on-going)
- Gateway Community Workshop

Target Audiences

- Realtors
- Town leaders
- Business owners and employers
- Small business owners association(s)
- Banks
- Health care providers
- Nonprofits
- Chambers of commerce
- Employee unions
- Homeowners' associations
- News media
- Stakeholders
- Town boards and Community Development Corporations
- PTA's and school boards

III. CLOSING COMMENTS

The group had a lot of experience, knowledge and creativity and agreed to form a "subregional housing work group" that plans to meet by mid-November with Fred Gaechter acting as the organizer. The group will be looking for staff support from the County, the Cape Cod Commission and the NPS.

Fred Gaechter, Chairman of Board of Selectmen in Truro presented the following summary to the larger group. Response comments from other participants are also listed as follows:

- First action: develop an awareness campaign about what affordable housing means and who it serves.
- Do a subregional needs analysis that can address the diverse aspects of affordable housing for all of the towns in region.
- Do an economic impact assessment including the lack of impact on property values/tax base.
- Breakdown stereotypes regarding the concept of affordable housing.
- Unroll the campaign in March to get it into all the town meetings.
- Contact the list of stakeholders who are target audience for our awareness program.
- Get input from the local businesses on the Outer Cape.
- Research possible funding sources. Need chart listing national, state, county and local sources. There is surprising amount of funding: Truro received million dollar grant from the state to put in affordable housing.
- Support concept of the Gateway Community Workshop and would like to see that occur on the Outer Cape.

IV. SMART GROWTH AND MANAGING REDEVELOPMENT

Smart Growth: Translating Community Character Issues into Community Intervention

Terry Szold, Principal, Community Planning Solutions

Terry Szold has 20 years of experience in land use and strategic and comprehensive planning. The focus of her recent work involves preparing smart growth zoning interventions to improve development outcomes. She has served in a variety of senior planning positions in Massachusetts and New Hampshire. In addition to her consulting practice, she teaches at the Massachusetts Institute of Technology, where she is an Adjunct Associate Professor in the Department of Urban Studies and Planning. She has also served as a Faculty Associate at the Lincoln Institute of Land Policy. She received a Master's Degree in Regional Planning from the University of Massachusetts Amherst. She co-edited the book Smart Growth: Form and Consequences, published by The Lincoln Institute of Land Policy in 2002. Her forthcoming book, with Eran Ben-Joseph, Regulating Place: Standards and the Shaping of Urban America, will be published by Routledge Press in 2005.

WHAT IS SMART GROWTH?

Unmanaged growth can rapidly erode the character of an area, consume limited natural resources, and harm distinctive environmental features. It is a rare community that doesn't have examples of unsustainable, undesirable development. Time is critical as properties redevelop and turn over quickly, so applying the right strategies is key. Smart Growth interventions have become employed as one of those key strategies, and the label of Smart Growth has become a very popular term. Today, it is almost ubiquitous in development and planning circles, but many consider it an amorphous term. Smart Growth can be more simply defined as, "pursuing viable alternatives to sprawl."



*In communities that have not adopted smart growth strategies, unpleasant forms of development crop up quickly.
Photo: courtesy of Planimetrics*

SMART GROWTH PRINCIPLES

The concept of Smart Growth rests on several principles and anti-sprawl tactics. It involves zoning, design, infrastructure and transportation strategies which have been clearly articulated by many organizations in recent years, including those explored here. Listed below in bold are principles established by Smart Growth America, followed by my translation of the meaning of these principles, and how such principles can be applied in various contexts.

Foster distinctive, attractive places with a strong sense of place

Smart Growth encourages towns and cities to craft a vision and set standards for development that responds to community values surrounding the form and distinctiveness of the built and natural environment. These standards should

be context driven and tailored specifically to each community. They should reflect historic styles and patterns, but also speak to the needs of modern-day commercial and economic realities.

Create a range of housing opportunities and choices

Providing quality housing for people of all income levels is an integral component in any Smart Growth strategy. Planners must reach out to the affordable housing constituency in a community.

Strengthen and direct development towards existing communities

Smart Growth guides development toward built areas already served by infrastructure. It seeks to utilize resources that existing neighborhoods offer while conserving open space and irreplaceable natural resources on the urban fringe.

Preserve open space, farmland, natural beauty and critical environmental areas

Open space preservation supports Smart Growth goals by preserving critical environmental areas, improving community quality of life, and guiding new growth into existing neighborhoods. By itself, open space preservation does not constitute Smart Growth: in order for communities to develop successfully, natural resource protection must be part of a suite of innovative approaches to growth.

Mix land uses

Smart Growth supports the integration of mixed land uses in communities as a critical component of achieving better places to live. When commercial and residential uses are combined, people who live in the community might be able to find working or shopping opportunities in the neighborhood.

Take advantage of compact building design

Smart Growth provides a means for communities to incorporate compact building design as an alternative to conventional, land-consumptive development. Everybody treasures places

Natural form, built form, and public participation are the "holy trinity" of Smart Growth strategies.

- Terry Szold

such as Beacon Hill in Boston, or Provincetown, Massachusetts, but communities are no longer built in this way. Although it is not practical to recreate what has actually happened in the past, it is possible to find ways to embody or use historical styles and patterns in the present, modern landscape.

Provide a variety of transportation choices

A key aim of smart growth is to reduce dependence on the automobile, and to create opportunities for public transportation, ride sharing, cycling and walking.

Create walkable neighborhoods

Walkable communities are desirable places to live, work, learn, and play. The trend to create more pedestrian-oriented development is catching on, but it is a slow process that needs coordination at many scales to produce meaningful networks.

Make development decisions predictable, fair and cost-effective

Keeping development decisions predictable and fair is easy to say and hard to do. This strategy involves ensuring transparency and predictability in the development permitting process.

Encourage community and stakeholder collaboration in development decisions

For a community to be successful in implementing Smart Growth, the idea must be embraced by the citizens and the private sector. Broad stakeholder participation is key. Processes that genuinely involve extensive stakeholder participation can be exhaustive, but in the long run, they stand a greater chance of improving the built environment.

HOW TO ACHIEVE SMART GROWTH PRINCIPLES¹

1. Foster distinctive, attractive places with a strong sense of place.
2. Strengthen and direct development towards existing communities.
3. Preserve open space, farmland, natural beauty and critical environmental areas.
4. Mix land uses.
5. Take advantage of compact building design.
6. Provide a variety of transportation choices. A key aim of smart growth is to reduce dependence on the automobile for creating opportunities for public transportation, ride sharing, cycling and walking.
7. Create walkable neighborhoods. Make development decisions predictable, fair and cost-effective.
8. Encourage community and stakeholder collaboration in development decisions.

IMPLEMENTING SMART GROWTH

Build on other movements

Once the principles of Smart Growth are accepted, the real question becomes how to make it happen in the community. In order to generate momentum for the acceptance of new zoning strategies that encourage Smart Growth, it is important to build alliances with non-governmental citizen organizations.

Fix the problem of separation of land uses

A municipal smart growth effort should begin by examining current zoning, and the use-regulation schedule and dimensional regulations that are the “heart and soul” of zoning. A typical use-regulation schedule is Euclidean. Planners use this term to explain how traditional zoning codes rigidly separate land uses, keeping commercial uses separated from residential zones.

The result is that in towns all across New England, mixed use development is quite directly prohibited through the zoning use-regulation schedule. Yet when asked, the citizens of many communities claim to want a village settlement pattern or mixed use development; they just don't know how to make it happen in a manner that avoids undesirable outcomes. The tough part is identifying where to pull out a “no” in the use regulation schedule, and substitute it with a “yes” or special permit allowance.

Revisit dimensional regulations in zoning

In order to implement Smart Growth principles, communities must also revisit dimensional regulations for development. Post-World War II dimensional requirements do not work well with today's rapidly increasing home sizes. Preserving character might even require tailoring requirements for particular neighborhoods. In some cases, large houses may make sense, but they are inappropriate for many areas. A residential district with lots of 20,000 square feet and less is not the place for a McMansion with traditional setbacks designed when house sizes rarely exceeded 2,000 square feet.

Commercial dimensional requirements must also come under review. Frequently, building lot coverage regulations and parking ratios conspire to produce negative outcomes. Most strip development is laid out in such a way that buildings are subordinated in back of expansive parking lots. When buildings are fronted by a sea of automobiles, it tends to make them seem unimportant.

In some cases, environmental or safety considerations are unintentionally pitted against smart growth provisions, with unfortunate impacts on site layout. A sad fact about today's traditional subdivisions is that these regulations compel them to consume vast areas of land. Far too many developments feature cul-de-sacs with 120 foot diameter roundabouts that are excessive in area even for fire truck turning radii protection, needlessly increasing impervious surface

and detracting from the image of neighborhood and streetscape.

Offer incentives

The practice of offering incentives and bonus provisions to developers is an important tool for changing development patterns for the better. These might be in the form of density bonuses or a reduced number of required parking spaces. Or perhaps a maximum impervious surface reward could be offered to projects with access management considerations such as shared parking and reduced curb-cuts. Without incentives, most developers will either eventually fall back to conventional ways of building, or they will make half-hearted gestures that yield little contribution to Smart Growth.

Providing flexibility is important. Affordable housing presents a major challenge where incentives are often needed. One example of a housing development that managed to successfully provide affordable housing while protecting open space, is the Battle Road Farm site in Lincoln, Massachusetts, designed by award-

winning Architect, William Rawn. This project, generated considerable interest because it incorporated affordable housing, open space preservation, and new development all within a built form that people appreciated as it was modeled after a 19th century New England farm village. The town planning officials help facilitate its development by acquiring the 30-acre site, and by creating a zoning device with incentives that allowed it to be built.

NEW MIXED-USE ZONING: GUILFORD, CONNECTICUT

One way to implement Smart Growth principles is by creating new zoning categories. This is the approach used by Guilford, Connecticut, a beautiful historic town with a population of about 23,000 people. Guilford has been shaped by the bordering Long Island Sound with approximately 15 miles of shoreline. There are 450 recorded historic structures in the town dating to the 17th century. As the town's recent Plan of Conservation and Development evocatively describes, "The moderate scale of these historic structures and many others in the community contribute to the small town feel of Guilford. Individual elements, such as the Town Green and the Town Harbor, are inseparable from the character of the Town. The natural setting of Guilford, composed of open water, coves and bays, wetlands, forests, fields, tree-lined streets, stone walls, winding roads, and many other elements, creates the context of the Town." The Plan aptly highlighted the key challenge of planning for the future as protecting the town's built and natural environment from the pressures associated with commercial and residential growth and development.

Planning for Route 1 East, Guilford's major commercial corridor, became the stage for a major "smart growth challenge." Would the future identity of Route 1 East, the old Boston Post Road, be shaped by generic, suburban sprawl, or could its evolution be informed and influenced by the built form of the historic center?



Smart growth calls for subordinating parking in the rear of buildings. The drawing on the top reflects a traditional strip development arrangement. The drawing on the bottom places parking to the rear. Source: Wallace Floyd Design Group

A citizens' advisory committee in Guilford decided to focus on reworking the way the Boston Post Road shaped the identity of the area. They knew they could not turn back the clock on Route 1, which had been the focus of their traditional strip development for years, but they wanted to guide new development and redevelopment in a manner that contributed to the town's sense of place. They searched to find viable alternatives to sprawl and a meaningful design vocabulary informed by the more historic, treasured areas of the community, that would continue to have application in the future.

Changes to Zoning: Post Road Village Zone District

For Guilford, the solution involved implementing zoning changes, the most significant of which was the inclusion of an amendment to the Town of Guilford zoning codes that created a new area known as the Post Road Village Zone District (PV). This district encompassed an area close to the town center that had become more influenced by strip, commercial development trends, jeopardizing the smaller-scale commercial image that was embraced by residents. The new Village Zone allowed for a mixture of uses that included dwelling units, personal services, restaurants, retail stores, and offices. Most importantly, the new provision clearly articulated the purpose for the new district so that everyone would understand the rationale for the new regulations:

Purpose. The PV District is a commercial zoning district designed to permit a variety of small scale commercial uses. The District should establish a sense of entry to Guilford, and foster preservation of historic properties and development that emphasizes traditional building form with consistent signage, landscaping, and building design. It should further foster site planning that encourages pedestrian amenities and streetscape treatments compatible with the Town's planning and design guidelines established for the District.²



The town of Guilford, Connecticut wanted to control the future of development along Route 1, which ran through the middle of town. Source: Alex MacLean, Landslides

Listed below are some of the permitted land uses:

1. Retail stores
2. Business and professional offices
3. Financial institutions
4. Dwelling units not to exceed a density of eight dwelling units per acre
5. Personal service establishments
6. Restaurants excluding drive-thru services

The area requirements in the new PV District are designed to encourage a sense of streetscape and traditional small lot pattern. The small, minimum lot area of 10,000 square feet is intended to prevent big box development. The 20 ft front setback prevents buildings from being set dangerously close to the street, but the 30 foot maximum setback ensures they are not subordinated by parking.

Since creating the PV district Guilford has

DIMENSIONAL REQUIREMENTS FOR THE PV DISTRICT

Lot area	10,000 sq. ft.
Lot shape	80 ft.
Lot frontage	80 ft.
Height	35 ft
Setback from street	20 ft min. 30 ft max.

Maximum building:

*No building or other structure shall exceed a total area of 20,000 sq. ft (25,000 sq. ft. with Special Permit in accordance with 273-118).

*No free-standing retail building shall exceed 15,000 sq. ft. No single retail store use in a multi-tenant building shall exceed 15,000 sq. ft.

This list of actions is substantially based on principles advocated by Smart Growth America.

begun to review development with some success. Recently, Wal-Mart pursued a development along Route 1 East within a major commercial strip center. The new zoning regulations prevented construction of a superstore and forced Wal-Mart to reuse an existing retail space. Guilford's approach to implementing Smart Growth is still a work in progress, but at least town planners are no longer shackled by outdated zoning codes.

SPECIAL PERMITS: HARVARD, MASSACHUSETTS

Harvard, Massachusetts is a rural community of about 6,000 people located in the heart of New England apple country. The landscape of the town is characterized by orchards, rolling hills, stone walls and rural roads. Harvard wanted to devise zoning recommendations for one of their only commercially-zoned corridors that ran for a few miles along Ayer Road, a rural street dotted with various businesses.

Although most of the commercial uses along Ayer road were fairly palatable, many were fronted by uninterrupted parking lots devoid of landscaping that lacked any sense of pedestrian hierarchy. The town faced a dilemma: residents wanted to allow for some commercial growth to increase tax revenues, but they did not want a proliferation of poorly-designed structures. Community members understood the value of the established businesses, but they wanted to ensure that future development preserved the feel of existing rural landscapes and was more in keeping with the character of the town.

Zoning Recommendations

The challenge in this particular project was to develop understandable zoning revisions that reflected the principles of Harvard's master plan, which were designed to protect community character while allowing for commercial development. How could the town capture the historic vocabulary of stone walls and wooden signage found elsewhere in town and incorporate it into zoning?

With commercial districts, even in situations where parking is located in front of buildings, much can be done to enhance local character and create a landscape that speaks out to the road. The unsightly elements of development can be offset with a number of design interventions, such as berm treatments and landscaping.



*Well-designed berm treatments and landscaping can buffer unsightly parking lots and reinforce rural character.
Photo: Terry Szold*



The Ayer Road Village Special Permit District in Harvard, Massachusetts. Source: Huntress Associates

In this case, the solution was to adopt a “Village District” special permit provision.

In order to create the Village District in Harvard, pieces of the use regulation schedule had to be reworked, but this generated fear among some locals as they envisioned the worst uses. In order to allay fears, the zoning changes took the form of a special permit provision rather than as a by-right provision:

Ayer Road Village Special Permit (ARV-SP)

The purpose of this section is to provide an opportunity to present viable alternatives to conventional commercial sprawl-type development; specifically, to assist the Town in creating and maintaining a village identity for commercial properties along Ayer Road. A further purpose of this section is to discourage property owners from subdividing commercial lots into multiple parcels, which may result in multiple curb openings, uncoordinated access, circulation and, signage, and less

*coherent design, and to encourage the merging of smaller parcels into well-planned sites.*³

The zoning regulations included specific design guidelines and included illustrative examples of the vernacular, mixed-use, site development the town wanted to promote. The special permit concept, as opposed to rezoning the corridor to a new district, lessened the perceived impact of the bylaw. It was an important beginning of a new, smarter approach to shaping development. If a town can get a few good models underway, and increase trust within the community about development rules, perhaps mixed-use will become the “by-right” way to build.



Monster homes are often erected on small lots that become overwhelmed by their mass and form. Photo: courtesy of Jean Follett

MONSTER HOME REGULATIONS

New Trend in Development and Redevelopment

McMansions and oversized homes are all the rage these days; there are actually houses that approach 20,000 square feet of area! Today's economic climate not only permits, but encourages large homes, and these homes present development and redevelopment issues in many communities. As people tear down existing homes and substitute them with enormous structures, they not only obliterate the existing character, but they, perhaps unintentionally, make a forceful statement about their lack of respect for the built form of the community or they are building in. In many cases monster structures are replacing lovely examples of period homes on small lots. Lot by lot, this type of redevelopment threatens the character of entire towns. This trend has begun to alarm those who value the character of established neighborhoods. In truth, there may be a consensus about the need for redeveloping some structures as they become dated, but communities need to think strategically about the form and the massing of new structures. They need to take the hard step of revisiting conventional dimensional requirements to ensure that, when teardowns occur, the new structure is compatible with what it adjoins.

Daylight Plane Regulations

Menlo Park, California has been debating the concept of "daylight plane" regulations to encourage structures with a reasonable form and mass with respect to their lot size and what they adjoin. Daylight plane requirements establish a plane or boundary that structures are prohibited from encroaching within. The formula for the requirements is based on taking an angle inward from residential setback lines. The figure on the next page reflects three different daylight plane requirements under consideration in Menlo Park.

Variable Setbacks Based on Floor Area

Communities in California and the Midwest are controlling home sizes by adopting sliding scales for setbacks based on floor areas, and they have developed some good regulatory models that deserve study. Sunnyvale, California, has many neighborhoods characterized by traditional, one-story, California ranch style homes with less than 1500 square feet of gross floor area. The trend is to raze these modest homes and over-build on small lots.

In response, Sunnyvale devised a system of variable setbacks dependent on gross floor area of the building, so that their setback regulations gained more influence. A certain setback is encouraged, and incentives are offered, such as providing floor area bonuses, or allowing an additional building in the rear of lots to avoid creating a streetscape dominated by excessive building massing.

Variable Setbacks Based on House Size and Mini-Site Review Process for Large Homes

Another way to control the size of a home on a lot is to prorate setback regulations based on the size of the lot and the proposed structure. A town dimensional regulation schedule that requires the same front, side, and rear setbacks for a residential house lot, regardless of home size, might have made sense back when people were building small farmhouses or ranch style buildings, but it is inadequate in today's

building climate. In addition to prorating setbacks, setback averaging is another technique to control the size of homes. In this case, one finds the mean of traditional setbacks in a neighborhood, and then uses this as the standard listed in the zoning for that neighborhood.

Communities are also adopting a mini site-review process to address the increase of oversized homes that reach certain thresholds. In this way, towns can begin a dialogue that might help them gain some measure of control over the future character of their community.

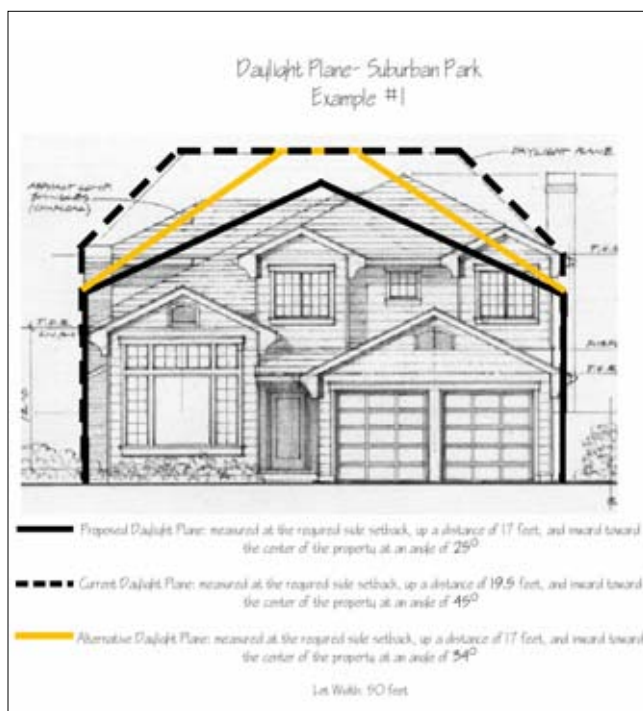
CONCLUSION

Smart Growth objectives are easier to achieve if standards are balanced with incentives and rewards, but they must be contextual. Communities should fine tune rules for their own culture and place. What works in one place might not work in another. It is also important to find applicable models. Setback regulations are not easily transferable from one community

to another: in Sunnyvale, where lots are small, even a five or ten foot setback adjustment has an impact that would be lost in a large-lot environment.

Before drafting codes and bylaws, it is essential to establish a set of bylaw principles that are linked with the master plan, a community vision and with the outcomes of stakeholder forums. When a community vision is articulated in both a broad and specific manner, it is easier to achieve regulations that protect the texture of the built environment and stress natural resource preservation. Community planners should highlight what the existing by-right rules unfortunately create by using photos and drawings to illustrate the point. People often view current, undesirable uses as acceptable simply because those uses have not been developed and they are reluctant to change zoning rules. Planners must work to allay the commonly held fear that new uses may be more noxious than the older uses and the devil you know is better than the devil you don't know. Yet, if community leaders trust their design standards, they can find ways to alter zoning or regulations to create positive development outcomes.

These lessons hold true for many different communities, including Outer Cape Cod. The traditional built form of Cape Cod has clearly been threatened by modern commercial development and a lack of evaluation of present zoning practices. By closely examining their present zoning rules and considering alternatives, the citizens of the Outer Cape can help preserve the special character of the region.



Daylight plane regulations are one way to regulate the massing of new or redeveloped homes. Source: City of Menlo Park, CA

NOTES

1. This list of actions is substantially based on principles advocated by Smart Growth America.

2. 273-112. Amendment to Town of Guilford Zoning Code to Create a New Zone District Known as Article XVI, Post Road Village Zone District (PV) Adopted; December 11, 2000. http://guilfordct.virtualltownhall.net/GuilfordCT_Documents/0003DB6A-70E903AC

3. Adopted Bylaw Principles to Guide Preparation of Revised Zoning for the Ayer Road Commercial “C” District Ayer Road Commercial District Bylaw rewrite. Adopted Bylaw Principles Document available from <http://harvard.ma.us/masterplandocs.htm>

Smart Growth and Managing Redevelopment Group Report: October 7-8, 2004

INTRODUCTION

This summary reflects the collective ideas of a group of some twenty individuals who met during conference break out sessions and a field session to explore ideals for smart growth and redevelopment on the Outer Cape. This summary was prepared from notes recorded during the session and is presented in three sections as outlined below. More detailed session notes are available through the Cape Cod National Seashore (CACO_Superintendent@nps.gov).

- I. Vision Statement for 2020
- II. Issues, Potential Immediate Steps and Long-term Solutions, and Action Plan
- III. Closing Comments

I. SMART GROWTH AND REDEVELOPMENT VISION STATEMENT FOR 2020:

By 2020 the Outer Cape will have:

- Set goals for sustainable communities
- Created the political will for shaping community character through community engagement and consensus-building.
- Strived for excellence and served as a model of sustainable communities, and as a living laboratory on the sustainable use of water. Each community will consider how incremental changes can support, and not detract from, these goals.



During the Smart Growth field session, Rex Peterson, Assistant Town Administrator for Wellfleet displayed examples of different types of Outer Cape development. Photo: Delia Clark

Additional Visions for 2020 related to Community Character

- Some areas are undeveloped to restore ecological connections
- Multiple areas of dense developments/village centers exist
- Carrying capacities are identified, including an analysis of water supply, treatment, and quality
- Housing matches the needs of the people working in the community

- Zoning promotes a community where houses are not out of proportion with their surroundings
- New public buildings are in character and do not duplicate the uses of current structures
- Water supply and septic are not used as true building restrictions because technology can provide solutions and expand capacity, as evidenced by major coastal cities
- Natural resources are better understood as natural systems
- People are educated about smart growth principles and consider authentic Cape Cod character

II. ISSUES, POTENTIAL IMMEDIATE STEPS AND LONG-TERM SOLUTIONS, AND ACTION PLAN

Issues

- There is a need for collective awareness. Currently on the Outer Cape, there is not enough community engagement and discussion of smart growth or community vision, specifically regarding a vision for the Outer Cape.
- The community must define itself and reexamine this definition every year. Each small decision incrementally affects the character of the Outer Cape.
- What is the difference between a collective vision versus community vision? How can we accommodate different types of communities with different planning outcomes?
- How can communities can grow in light of regional resources?

- Affordable housing, water quality and quantity, infill, zoning, environmental considerations, economic and social needs, walkable village centers and transportation are all part of community character.
- We should be aware of local interests and NIMBY-ism as it relates to public welfare.

Vision

- Ecology, the economy, and community should all be part of one, sustainable concept.
- Village centers are needed, like in North Eastham, that are vital and with character and that address transportation.

Action plan:

- Who can lead the community engagement process?
 - A neutral organization in close proximity so that travel is not a burden
 - A cooperative extension service or other neutral party
 - New conveners to kindle ideas and energy
- Simplify issues. If you live here, what do you want? Not want? What are losses and gains over the past 5 - 10 years? Is this what you want? Find points of common agreement.
- Use economics and success stories to pull people together.
- Find a convening issue/motivator. Also Smart Growth could be re-titled "Community Vision."
- When the steering committee for the conference meets again, each organization needs to bring two other groups to the meeting.

- High school and college students could canvas people in communities to reveal local ideas about community character.
- Use issues that will attract a response (projected school closings, build out scenarios, etc.) Keep the message simple and compelling. Identify losses and gains as bullet points.
- Create a 4-page newsletter.
- Organize get-togethers with the intention of creating a broad-based community planning effort.
- Give a presentation to the Selectman's Councilors Association.
- Consider the Gateway Community Model.

III. CLOSING COMMENTS, AUDIENCE FEEDBACK, COMMITMENTS MADE

Brian Rosborough from the Highlands Center Inc. highlighted key topics from the group discussion:

The group was focused on a range of ideas and ways to get people involved, but most agree that Smart growth needs to be better defined because most people don't understand what it really means.

We listed the following ideas relating to a Smart Growth definition:

- Smart Growth is the intelligent and skillful use of resources. It includes redevelopment and the reuse of existing resources.
- Smart Growth means managing economically stable growth in a time- and community-driven fashion.
- The word "growth" is hard; try "change."

- Smart Growth provides for sustainable life support systems and healthy life ways.

The group also discussed the following points:

- Management of growth needs to begin with a reduction of the pressures that drive unwise growth, but change is inevitable.
- There is a confusion of priorities and governing structures that varies by town. Who really makes the decisions regarding Smart Growth and who do they represent? How can we get closer to them?
- Progress can be made if we can harness the scattered resources and institutions represented and set up stakeholder forums.
- Currently, there is a lack of public engagement. There is a sufficient level of education and advocacy, but not enough is done to facilitate public action and citizen involvement in small and large forums.
- There is a need for sharing data and best practices, connecting those people who own data and connecting data sets so the vocabulary is consistent.
- The affordable housing issue is a manifestation of a combination of problems.
- Zoning changes are moving too slowly.
- There needs to be more discussion of funding.
- General issues often don't apply to individual Outer Cape towns. Ideas about Smart Growth must be locally defined.
- Communities need to better articulate the character and development patterns they want to see in the future: "Who do they want to be and who do they do not want to be."

Cape resident Joyce Johnson summarized the following action items generated by the group:

- A steering committee could be developed from this group.
- The steering committee should present to the Alliance of Selectmen on the Outer Cape, a group that meets regularly and has interest and energy.
- We will soon see economic impact from this summer, where local businesses could not hire foreign workers in the numbers they have before. We need future projections.

Wellfleet resident Peter Watts spoke of the importance of affordable housing as an integral part of Smart Growth:

- There is a misconception about what the word “affordable” actually means.
- At Wellfleet’s Oyster Festival the affordable housing partnership will have a booth to define the word “affordable.” Consider that a couple with \$43,000 annual income qualifies for affordable housing.

V. REGIONALISM AND PRESERVING COMMUNITY CHARACTER

Regionalism & Preserving Community Character: Moving from Vision to Action

Delia Clark, Director of Community Engagement for the National Park Service Conservation Study Institute

*Delia Clark co-founded New England Institute (ANEI) of Antioch New England Graduate School in Keene, NH, a consulting institute that includes the Center for Place-Based Education, where she currently co-directs the CO-SEED project. Ms. Clark also co-founded and served as Executive Director for Vital Communities, a non-profit organization that works to engage citizens in community life and foster the long-term balance of cultural, economic, environmental, and social wellbeing in the Upper Valley region of Vermont and New Hampshire. She has led community Vision-to-Action workshops throughout New England. Ms. Clark holds a Masters in Environmental Studies from Antioch and received the 1994 New England Environmental Education Alliance award for Outstanding Contributions to Environmental Education. She is the coauthor with Steve Glazer of *Questing: A Guide to Creating Community Treasure Hunts* and also, *Community Vision to Action Forums: An Organizers Guide to Participatory Planning*. At the *Endless Summer Conference*, Ms. Clark served as the facilitator as well as a leader for the *Regionalism and Preserving Community Character* group.*

INTRODUCTION

The maintenance of community character depends on a personal sense of place, developing a vision, regional cooperation and individual stewardship. The following essay will describe how the interplay of each of these elements relates to the preservation of community character, and will lay out a framework for moving from vision to action.



Community character depends upon regional cooperation, a personal sense of place, and individual stewardship.
Image: Delia Clark

PERSONAL SENSE OF PLACE

People value and want to protect the character of landscapes that have a strong sense of place—that is—places that stick in their memory, places that stimulate their senses in a special way and places that are distinct from other locales. Most such places have community character that retains a strong historical connection evident in settlement patterns, architectural styles and the people that reside and work in them. In the words of Carl Sandburg, “When a society or civilization perishes, one condition can always be found: they forgot where they came from.” This comment is especially poignant in today’s fast-paced development climate. Today, many people find that their sense of place is being challenged at an ever-increasing rate. Consider, that fully 80 percent of everything built in America has been built in the last 50 years, and much of what exists has been

poorly designed and planned. Taken together, individual decisions that are not, in some way, connected to a unifying plan can destroy community character.

IMPORTANCE OF DEVELOPING A VISION

Faced with such pressure, some communities have taken a defensive stance and attempted to shape the form of their built environment by creating design guidelines that read like long lists of what not to do. But, this approach is not going to solve the problem. As stated by Donella Meadows, “A sustainable world can never come into being if it can not be envisioned. The vision must be built up from the contributions of many people before it is complete and compelling.” In order to be truly helpful, design guidelines need to be part of a cohesive, far-reaching vision that articulates what the community would like to see in the future, not just what they are against. The vision should include clear, guidelines that provide ideas for what enhances community character.

BUILDING REGIONAL IDENTITY AND COOPERATION

The process of protecting community character can be difficult for individual communities who struggle to keep up with the daily business of life, overwhelmed by external, global forces beyond their control. One way for them to begin a process of action is by partnering with neighboring communities to build regional identity. When communities join together in this way, they have the opportunity to capitalize on the benefits of building a cooperative character. Yet, in many small communities, citizens are wary of developing a regional identity. It is always fascinating to hear how fiercely different people defend the independence of their towns. Nevertheless, small towns are finding that they need the support of their neighbors if they are to preserve their character, and they are finding ways to do it while maintaining a strong sense of the differences between towns.

Waitsfield, Vermont is an example of a small, rural community that is working hard to preserve its community character by cooperating with neighboring towns to build a regional identity. Many of the issues that Waitsfield has addressed are similar to the those facing Outer Cape towns. Just as in other small communities, Waitsfield’s citizens will stand up at public meetings and declare that neighboring towns, “are not like Waitsfield and never will be!” Nevertheless, at the same time, these people understand that their town is under strong development pressure from the nearby Sugarbush ski area, and that they have become dependent on the money it generates.

Similar to the tourist and recreation-related businesses in coastal communities, ski areas can boost the economies of small, mountain townships, but they also have the potential to destroy small-town distinctiveness. In this country, most ski areas have constructed a resort village at the base of their lifts, but in this case, the Sugarbush brass recognized the value of preserving the rural village towns nearby. They said, “We don’t have to build ski villages at Sugarbush because we have the real thing right here. The small towns nearby are *real* villages, and we want to support them.” Instead, Sugarbush worked with the towns of Waitsfield, Fayston, and Warren, to create a three-town planning district named the Mad River Valley Regional Planning District. The District planners work with many area partners including: the Sugarbush Chamber of Commerce, Mad River Valley Path Association, Friends of the Mad River, (a water quality and quantity monitoring group), Mad River Conservation Partnership, Mountain Gardeners and others.

The three Vermont towns found that by bolstering the identity of the Mad River Valley, they could maintain their individual distinctiveness and still attract enterprise to the area. A small industry has grown up around the “brand” of the Mad River Valley: local businesses enjoy revenue from T-shirts, coffee mugs and other tourist items. In addition, the towns have attracted some high-tech industry. One company has



Community members often care deeply about maintaining distinct, town autonomy. It is essential to build social capital if people from different communities are going to work together on a regional scale. Photo: Delia Clark

expanded its offices to other regions, but has maintained their home base in Waitsfield because that is where the founders want to live. This company wants to support the region's character: they are committed to helping Waitsfield remain small while developing a diverse economic base.

INDIVIDUAL STEWARDSHIP

As members of a community, we must understand that we cannot leave the job of shaping our environment to anyone else. We are the ones who are here now, and we must take charge and do it. We cannot leave the job of safeguarding community character to the next generation, nor can we wait for outside experts to come in and tell us how to proceed. We need to have the confidence that, with a little bit of education, enthusiasm, and organization we can become empowered to fight unwanted development trends and form the nature of our built surroundings.

Wendell Berry offers this wisdom on community vitality:

...It would have to be a revival accomplished mainly by the community itself. It would have to be done not from the outside by the instruction of visiting experts, but from the inside by the ancient rule of neighborliness, by the love of precious things and by the wish to be at home.

STEPS IN MOVING FROM VISION TO ACTION

1. Build social capital.
2. Build a vision of sustainability: a long-term, dynamic balance of economic vitality, environmental quality, social equity and cultural richness.
3. Map community assets including, natural and cultural features, infrastructure, entrances.
4. Convene a forum with broad, diverse participation.
5. Ensure that issues are self-identified and relevant to participants.
6. Provide access to relevant information.
7. Provide good, neutral facilitation.
8. Include elements of community celebration and fun at meetings.
9. Define concrete outcomes.
10. Ensure follow-through.
11. Pull in appropriate partners.
12. Recognize and celebrate accomplishments.

STEPS IN MOVING FROM VISION TO ACTION

Once a community has identified a vision of what they would like for the future of their area, how can they take their goals and ideas and move from vision to action? The following list outlines a series of steps that begin that process:

1. Build Social Capital

Social capital is the web of trust and reciprocity that binds a community together and allows

it to thrive. As explained so well by Robert Putnam, author of *Bowling Alone*, social trust is really just the sense of trust and reciprocity in a community. When people trust each other they are more willing to give each other the benefit of the doubt, and that helps to build relationships in a town. Trust enables people with widely different mindsets be able to work together for common benefit by virtue of the fact that they live in the same place.

Social capital is built in many ways, but direct person-to-person face time is essential. It builds through regular meetings, talking through issues over cups of coffee, and anything that fosters mutual understanding.

2. Build a Vision of Sustainability

Sustainability is a long-term, dynamic balance of economic vitality, environmental quality, social equity, and cultural richness. Communities need to think long term and build consensus. They need to be able to consider impacts that will carry on for seven generations. What is the legacy that this generation will leave to the next? When doing this many people focus solely on the environment, and although environmental considerations are fundamental, failing to also consider social equity and economic vitality issues is a recipe for failure. Community

character depends on the interplay between the environment, social equity, and economic vitality.

3. Map Community Assets

A key step in getting people to come together from different communities and perspectives is to map regional assets. Mapping allows people to get a holistic, system-wide perspective on natural and cultural features, infrastructure, and community gateways or entrances. It allows them to gain a picture of what their region looks like and how their town fits in. People get excited about putting dots on a map that stand for unique natural features, historical points of interest and personalities. Community mapping enables citizens to understand what, exactly, they have going for them and it helps them think about how to cooperate to move forward together given the physical realities.

4. Convene a Forum with Broad, Diverse Participation

When planning at a regional level, it is important to attract diverse participation. Social capital supports democracy, and democracy is noisy, messy, and combative. A successful democratic process depends upon people coming together and sharing different perspectives, putting them together and gradually building a sense of trust.

After conducting vision to action forums in nearly seventy communities over the globe, it has become clear that the surest sign that the process is doomed to failure is if everyone present already knows everybody else in the room. Even in a small town, it is best to begin the dialogue between people who are coming from such different camps that they are meeting folks they have never met before. The process must engage a wide variety of stakeholders, including those with seemingly diametrically opposing views.

5. Ensure that issues are self-identified and relevant to participants

Once people have convened and shared their perspectives, work to identify issues that are relevant to the people there. Outside experts and



When citizens have the chance to map community assets, they become excited about preserving community character.

Photo: Delia Clark

facilitators should not assume the role of spotting issues. Rather, they should help organize a forum where community members name and classify problems themselves. Local people will be more motivated to work on concerns that have been self-identified.

6. Provide access to relevant information

Information is power, and shared information is shared power. A lot of people tend to be reluctant to contribute information freely: they hold their cards because they think there is value to keeping a secret they can pull out later. This just does not work in a consensus-building process, particularly across town boundaries. Regional cooperation requires a full disclosure of relevant information so everyone is “in the know” and can add things up together.

7. Provide good, neutral facilitation

Neutral facilitation by trained people makes a huge difference in any relationship situation. Bringing a diverse representation of people together from all reaches of the community and talking about issues that are relevant to them is formula for some heated conversations. If people are going to be talking about important issues, such as their home and about what they are going to be leaving to their children, they are going to get passionate. When people talk passionately about what they care most about, it is just helpful to have someone present who can provide objectivity, someone who can step back and say, “I am hearing X. Does that sound right?” By synthesizing what has been said and reflecting it back to meeting participants, facilitators can help clarify complex issues. This is very difficult for stakeholders to do themselves.

Neutral facilitators can also help in other ways. They can establish a clear process with ground rules for meetings, and they can train local people to act as lay facilitators. Lay facilitators can even learn to manage their roles so that they can be neutral when they need to be and they can put on their “local hat” and step back into the discussion.



Neutral facilitators can help clarify issues and maintain structure at community meetings. Photo: Delia Clark

8. Include elements of community celebration and fun

In Vermont, our two most famous people are the ice cream moguls, Ben and Jerry. Ben and Jerry have a saying, “If it is not fun, why do it?” Local people will not venture out to a community meeting if they sense it is just going to be a battle. It gets tedious to fight night after night. People like to socialize; they like to have a little food, music, and arts associated with volunteer meetings. When planning community events, if you build in some opportunities for celebration, you will draw a larger, more committed crowd.

9. Define concrete outcomes

Although important, by themselves, vision reports are not enough to preserve character. Too many well-intentioned plans sit and collect dust. Vision reports must be living documents that manifest in real accomplishments. Grand ideas about preserving character must be translated into solid objectives that lead to actual changes that can be seen and evaluated. Having an action plan is essential. When working with Gateway Community teams, participants must leave their two and a half day training with an action plan.

10. Ensure follow-through

In order to have follow-through, an action plan needs to answer the following questions:

- What is going to happen?
- When is it going to happen?
- Who is the person responsible?

It is also important to list specific concrete steps along a time line and include the name of the person(s) responsible for carrying out the steps. Follow-through also depends on good leadership. Think strategically about who is going to lead a given committee and then refer to that person as the “convener.” We like to use this title because it is highly descriptive and less overwhelming than the word “chair.”

11. Pull in appropriate partners

Be aware of and understand related, existing initiatives. It is counter-productive and insulting to those who are already working on a particular issue to start a new program without considering older efforts. Find out what is already happening in the community that might be something to build on, and find ways to collaborate with the people doing it instead of assuming their effort is valueless.

In addition, when thinking about partnerships, brainstorm about likely obstacles, and then identify individuals or groups who might help with the solution. The ability to anticipate problems aids the process of identifying key players who can help deal with those problems.

12. Recognize and celebrate accomplishments

Celebrating incremental successes is something that communities and non-profit organizations tend not to do enough. Rather than waiting until every last goal has been achieved, celebrate small victories. Recognize and publicize each building that protects community character, every piece of land that is preserved, and each new transportation shuttle that runs, because the recognition will infuse energy into the cause, sustain those already on board, and lead to further successes. People will read the paper and say, “That group is really making a difference. I think I will attend their meeting tomorrow night.”

CONCLUSION

Democracy is what we make it. It is fragile and easily taken for granted, but it is enormously powerful, and it gives proactive citizens who care about their communities the essential tools for preserving community character. Keeping a higher and better vision for our communities pulls us into the kind of heart-filled and altruistic action that can actually get things done. The Endless Summer Conference and others like it offer an opportunity to apply the principles of moving from vision to action. The Lower Cape is a region comprised of several distinct towns. The conference themes touch upon the environment, social equity, and economic vitality. During the conference, we can share ideas face to face, enjoy local restaurants, take field trips, and begin a dialogue, but we must also make a commitment to continue that dialogue in order to take action in preserving community character.

Tomales Bay Watershed Council: A Model for Consensus-Based Community Engagement

Michael Mery, Tomales Bay Watershed Council, California

Michael Mery is a board member for the Tomales Bay Watershed Council, an organization based in Marin County, California. The Council brings together community groups to form a regional partnership based upon a common understanding of the stakeholders' shared responsibility for their landscape and its resources. The Council works with Point Reyes National Seashore and other responsible county, state, and federal agencies.

INTRODUCTION TO TOMALES BAY

Tomales Bay and the Tomales Bay Watershed is place of remarkable beauty. The bay is an estuary located in western Marin County and includes the watersheds of Lagunitas, Olema, and Walker Creeks. These are the three largest tributary creeks which drain into the bay. In addition, there are hundreds of smaller tributaries that drain the 220 square miles of surrounding landscape of dairy ranches, forests, settlements and parkland. Despite the presence of a major Metropolitan area to the south and east and increasing annual visitation rates, the watershed still retains much of its rural character, abundant wildlife and relatively clean waters.

The watershed includes large parcels of public lands including sections of Point Reyes National Seashore and Golden Gate National Recreation Area, Tomales Bay State Park, Samuel P. Taylor State Park, the Inverness Public Utility District, and part of Marin Municipal Water District. Although publicly owned lands comprise much of the watershed, privately owned agricultural land and open space comprises 60 percent of the watershed, and a considerable proportion



The Tomales Bay Watershed. Photo: courtesy Point Reyes National Seashore

of the public lands are used for grazing. The watershed includes ten working dairies and their associated rangeland and a number of cattle ranches. Many of these ranches and farms have been in the same family for generations.

ISSUES

Yet, the watershed is not without its problems. Although the open land in the public parks will be preserved in perpetuity, and much of the agricultural lands are in conservation easements overseen by a local agricultural land trust,¹ the



*Tomales Bay is a place of remarkable beauty. It boasts an array of natural resources.
Photo: courtesy Tomales Bay Watershed Commission*

private lands are still subject to local zoning laws overseen by the Marin County Board of Supervisors.² Water quality is also an issue. Ranches and dairies produce waste that can threaten waterways. In addition, the vast majority of homes have individual septic systems and the County lacks a comprehensive septic inspection and monitoring system. Also, throughout history the land has been disturbed for various purposes: salt marshes were drained for crops and pasture land, waterways were channeled into artificial canals, and levees were constructed for the railroad. Together these forces increased the sedimentation rates into the bay, destroyed riparian and marshland habitat, and compromised water quality.

Although mariculture, and commercial and recreational fisheries are important resources in Tomales Bay, the combined forces of over harvesting, habitat degradation, poor water quality, hydrologic changes and other factors have impacted all of these maritime industries.^{3, 4} The fisheries are closely monitored and subject to periodic closings, and in 2000 the Marin

County Department of Health and Human Services (MCDHHS) issued a health advisory based on unsafe levels of the toxin mercury found in fish. The mercury contamination came from a mine in the Walker Creek drainage now permanently capped and closed. A monitoring program continues to clearly specify the extent of the problem from sedimentary deposition.⁵

The Tomales Bay area draws 2.5 million annual visitors who enjoy a variety of recreational activities including hiking, camping, kayaking, bird watching, swimming, boating, fishing, clamming, hunting, bicycling and horseback riding.⁶ The number of visitors has increased dramatically until approximately three years ago, and has been relatively constant since that time. Nonetheless, the demand for services stresses local resources.

As is common with other seashores, many different agencies and governments share jurisdiction over the region and as a result many different federal, state and local entities statutory responsibility for water quality. Despite so much

agency oversight, the ecosystem is still under threat from increasing use, development expansion and water quality and some wildlife habitat loss. The future of this region depends upon regional cooperation between a diverse group of stakeholders that includes concerned citizens, local farmers and other organizations in addition to local, state and federal agencies. Fifteen years ago a group of people had the idea that having an orderly information-sharing entity for the large number of agencies with regulatory responsibility over Tomales Bay. Some individual citizens and members of local environmental groups participated in the quarterly meeting as well. The Committee rarely took positions on specific issues.

BEGINNING OF THE TOMALES BAY WATERSHED COUNCIL

The impetus to begin the Tomales Bay Watershed Council occurred in 1998 when 170 people became ill from eating oysters grown in Tomales Bay that were contaminated with human fecal matter. (Tomales Bay and Lagunitas Creek were placed on the 303-D list of impaired water bodies in 1996 and Walker Creek was added in 2002). The outbreak attracted attention, and served like a canary in the mine. Tensions ran high with stakeholders and governing groups blaming each other for the outbreak. Harry Seraydarian, a staff member of the Federal Environmental Protection Agency (EPA) read about the illness outbreak and the local conflict which arose and approached the Advisory Committee and asked if the Committee thought it would be useful if he interviewed a number of local residents to try and understand the problem. Mr. Seraydarian interviewed twenty-four local citizens in addition to members of agencies with authority in the area and presented the Tomales Bay Advisory Committee with a synthesis of his findings. He found there was a remarkable degree of agreement among the stakeholders in how they saw the problem and what they thought should be done about it.

As is the case for many treasured places, there is tremendous interest in Tomales Bay. The region has been the subject of numerous studies analyzing all manner of different factors, and significant restoration work had been completed including stream restoration projects, increasing riparian fencing to exclude cattle from creeks and the like. Yet, despite the high degree of interest and expertise, there were significant barriers to regional cooperation and regional problem solving because there was no central all-stakeholder body to act as a coordinator of the efforts.

The EPA representative explained to the Committee that despite the high degree of interest and actively involved environmental and citizen groups, the region lacked a collective institutional memory, and the result was a hodgepodge of duplicative efforts. Disparate groups were doing complementary work, but they were often unaware of each others' efforts or even of their presence. He stressed the need for and pushed for a regional comprehensive plan. He told the Advisory Committee that in his view a watershed stewardship planning document that could serve as the guiding text for action within Tomales Bay was required to address watershed problems successfully.

Water quantity and quality was an issue. Mr. Seraydarian recommended that the comprehensive planning document should include specifiable actions to be addressed by a group comprised of all stakeholders at the table and the representatives from the agencies, Federal, State and local, which have formal regulatory responsibility for the Tomales Bay watershed. He suggested that we form a Watershed Council which would use a consensus based decision procedure and he offered to facilitate the meetings for the Council until we had funding to hire staff. The Advisory Committee agreed and assigned the Committee chair the task of drawing up a prospective list of Watershed Council members. The Watershed Council met for the first time on January 8, 2000.

The reason for the consensus decision procedure was that in any all-stakeholder group there will inevitably be minority positions. Those members in that minority will be more likely to participate if their views are included in an action plan. In that all stakeholders are necessary to address those problems common to all, if one group leaves the process, any plan is destined to fail. Mr. Seraydarian introduced a form of consensus decision making which made it possible for the development of sufficient trust to allow the process to be successfully inclusive. The central issues to be addressed were water quality concerns along with habitat loss. A central motivating reality was the Clean Water Act, a Federal statute, from which arose the listing of Tomales Bay, Lagunitas and Walker Creeks as impaired for pathogens, sediment and nutrients. Additionally, the Bay is listed as impaired for mercury.

The issues in Tomales Bay are very similar to those on the Outer Cape. The towns of the Outer Cape have comprehensive plans with active citizen participation in all of the vital interest areas: housing water quality and quantity, implementation of smart growth principles in the business areas and the like.

DETAILS OF THE TOMALES BAY WATERSHED COUNCIL

The Tomales Bay Watershed Council (TBWC) was born in January of 2000. The TBWC is an organization dedicated to dealing with issues affecting the bay by a consensus-based, collaborative effort representing all people throughout the watershed. The organization is working on a plan for the restoration and protection of the watershed and Tomales Bay. The Council was facilitated by Harry Seraydarian for its first two years.

TBWC is not incorporated and is not a 501 c3 non-profit organization. However, the Council has now formed a small, separate foundation for the purpose of accepting funding for over-

head, study and restoration. For the first four and one half years, one of the members of the council served as a fiscal agent so TBWC could apply for funds. If the Council per se was a 501 c3 non-profit organization, then individuals with regulatory responsibility would not be allowed to be part of the Council. For example, the superintendent of the National Seashore is on the Tomales Bay Watershed Council. If the organization was a 501 c3, the superintendent could not be on the council. Because TBWC is, in the legal sense, an ad hoc group, the National Seashore superintendent can participate actively and has from the very first day. This is the case for all the agency representatives, Federal, State and local, approximately one third of the Council membership. There are advantages to informality.

TBWC is comprised of 30 members, of which one third are representatives from local, state and federal agencies. TBWC has three federal agencies that have jurisdictional responsibility, four state agencies and two county agencies. The rest of the members are citizens, representatives from the chambers of commerce, representatives from local village groups, environmental



The Tomales Bay Watershed Council includes strong representation from the local dairy industry. Photo: courtesy TBWC.

groups, and businesspeople from three local kayaking businesses and three at-large community members.

TBWC also includes representatives from the local agricultural industry including dairy owners, cattle ranching, and mariculture as well as the executive director of the Marin Agricultural Land Trust. As noted above, 60 percent of the land area is agriculturally zoned property. It is primarily pasture land, thus agriculture participation is essential for success. The Council is committed to the economic and ecologically sustainable continuation of agriculture in the watershed, since agricultural lands constitute the majority of watershed open space.

CONSENSUS-BASED DECISION MAKING

With all members at the table, TBWC started with a clear mandate: to build consensus. Consider the individual from an environmental group who is sitting at the table with an owner of a dairy. When they look at one another across the bay they have good reason to suspect that another person's long term interest may be in conflict with their long term interest. However, using the consensus approach they can find a way to work towards common ground. The consensus based model is used by TBWC rather than a voting procedure. Because of the sensitivity of the issues, voting can cause groups to become effectively marginalized. Because their stake is so important, they are likely to walk away from the process if they feel marginalized. It is important to prevent this from happening, because in this scenario, everyone loses.

In a group of 30 to 40 people, some constraints are necessary. The TBWC has created eight constraints that seem to work. These are aimed at ensuring that all voices are heard and that meetings run according to schedule. It is also helpful to have a professional facilitator in the beginning. Likewise, it is preferable to generate meeting summaries with specific action items

Question:

Fred From Truro:

In order for consensus to work you have to have a definition of consensus that everybody accepts. Ultimately somebody has to make a decision. So how does that work? Do you have a formal consensus decision and then ultimately the chair says when consensus has been achieved?

Michael Mery:

Rules and constraints are the key to consensus-based decision making.

Rules and Constraints for Consensus -Based Decision Making

1. Create three Choices: thumbs up, thumbs down, and thumb sideways, or "I'll let it ride for now."
2. If someone stops the process with thumbs down, they must provide a constructive alternative.
3. No caucuses, no private meetings, all communication is transparent. Meeting notes or summaries are distributed to anyone who wants to be on an email distribution list. This strengthens trust, which is vital.
4. No cross talk allowed
5. Meetings have to begin and end on time. If it is clear that there is more work to do, then everything stops and the group is asked how much more time is needed to reach agreement. Typically, our meetings are very timely.
6. Everyone participates; no person dominates.
7. Contact information is shared.
8. All members have an equal voice irrespective of affiliation.

for each meeting, rather than meeting minutes full of tedious details.

The real question is: How do you get to a definition of consensus that everybody accepts? “Consensus” in our framework is unanimous agreement to proceed. This allows for the ‘thumbs sideways’ option.

Our meetings are regularly attended by 30 members of the Council and usually there are an additional ten or twelve people who come. The informality has its strengths. In every group of thirty, one will find strong people and weaker people in term of their capacity to interest in the group. You might have people sitting along the periphery of the table in the room who can work like a beaver on certain issues, and if you don’t have a formal process they can step right into the process at any point; so we have a committee chair for example, who is not a member of the Council. All meetings are open to everyone including all committee meetings. Included are the Executive Committee, Water Quality, Habitat, Outreach and the Funding Committee.

One example of how we reached consensus is when we were coming up with the language regarding the design of the water quality monitoring program for Tomales Bay. All of the agency representatives, people from the Regional Water Quality Control Board and representatives from the dairy industry had to agree on the language of the design of the water quality testing and monitoring program which we are now just beginning to implement. We worked long and hard until everybody at the table reached a clear consensus. It is equally clear when you have not reached consensus. Sometimes we became stuck. One member, or an active participant in the process, would comment to the effect “I just can’t proceed with this process. There have to be some changes.” Thus, we would have to step back and reexamine the issues and specifically address the concerns of the person objecting. As noted previously, if

Goals of the Watershed Stewardship Plan

- A. Ensure water quality in Tomales Bay and tributary streams sufficient to support natural resources and sustain beneficial uses
- B. Restore and preserve the integrity of natural habitats and native communities.
- C. Develop strategies to implement the Plan and to protect the watershed.

we had not done so, that person and those with like interests would have very likely left the process thereby preventing the development of a potentially successful plan.

COMPREHENSIVE WATERSHED STEWARDSHIP PLAN

The TBWC has produced a Watershed Stewardship Plan that outlines goals and objectives supported by a detailed drive the Action Plan. The Action Plan identifies high, medium and low priority activities.

As a result of the Plan, today, ranchers and dairy owners have been working with various agencies to address water quality and habitat concerns by installing waste management systems. Also, together with other agencies and groups, the TBWC is working on restoration efforts on private lands to restore terrestrial and aquatic habitats that have been lost.

A UNIFYING SENSE OF PLACE: BASIS OF TRUST

The nature of the environment of Tomales Bay underpins making consensus-based decisions. This is also true for the Outer Cape. Both locales enjoy an enormously powerful sense of place shared by everybody that lives within them.

The reality of the landscape is so dominant, powerful and inescapable that it begins to infiltrate the way people conduct their lives. One gets the sense that, like the citizens of Tomales Bay, the people of the Outer Cape care deeply about their communities and appreciate that they are lucky to live here. People value the fact that though they may have seen changes while they have lived here for 20 years, the landscape is still fundamentally the same. They see their good fortune affirmed every year by the visitors who come for a brief taste of what they enjoy every day. They are sometimes a burden, but they go home at night, and it gets quieter in the winter. A strong sense of place serves as foundation for the development of a sense of trust, because whatever one's point of view, be it chamber of commerce, local environmental group or local businessman, people want to retain what is here because of its value to each of them personally. This trust helps to provide a common point from which to build, when you are addressing practical and sometimes touchy issues. It gives people a reason to trust the person on the other side of the table.

MARRIAGE OF PUBLIC AND PRIVATE INTERESTS

In both the Cape Cod National Seashore and the region of Tomales Bay, part of the landscape is under private ownership and part is under federal ownership with inholdings. This creates a marriage with both the inevitable friction and the wonderful benefits that a marriage brings. There are issues common to both, as well as issues that rest either on public or the private side.

The visitors and the money that the visitors generate drive housing prices. There are zoning problems, density problems, and significant environmental issues. Collectively there is the intelligence and the resources combined with the caring based upon the sense of place potentially adequate to address those issues effectively. Central to this process is the decreasing impor-

tance of what seem to be important differences and the complementary increasing strength of seeing what we share. The unifying strength of a common landscape and the commitment to the health of that landscape will carry the day if the process we chose is appropriate. And I hope that you will be able to do this as well. We are only five years into the process. I would love to see a planning document that spanned the region from Wellfleet to Provincetown that included all of the relevant issues to you. I would suggest beginning with water. You share a multi-lens aquifer and are critically dependent on its continuing health. USGS has, I gather, a model of the aquifer and that model can be used as the technical basis for planning. Water knows no town boundaries, does not 'respect' property lines and unites us all.

IMPORTANCE OF REGION-WIDE PARTICIPATION

When Mike Murray, the Assistant Superintendent to the Seashore was developing the idea of this conference he noted that there was a wide gap between the level of interest and participation among the various Outer Cape towns. Some local communities were eager to participate. They signed up early as cosponsors, sent an important town official to the meeting, and helped build the agenda, while others were less interested. He attributed this partially to the fact that he did not do enough to market to those communities. But, there will always be some entities that are more interested than others to participate.

The answer to that dilemma is that broad participation is essential. This model cannot work if one group or one town is not substantially represented. Although agency people are key participants, they should not be responsible for organizing a citizen decision-making process. Instead, concerned citizens should convene a steering committee composed of people from the towns. Then a delegation of committee members from that group should approach the

folks they know in the town which isn't participating and explain how vital it is to have their participation. But it is not the role of the agency person; it is the role of the citizen person and local government person.

Mike Murray took on substantial responsibility in organizing the conference and committed significant resources to the process. His effort must be balanced, however, by community efforts to include all the stakeholders and that effort is best carried out by small groups in the towns approaching people in the other towns in an open and inclusive way. It is lots of work. If we take it on, perhaps our grandchildren will have the privilege of living in the exceptional place we have come to see as home.

NOTES

1. Tomales Bay is also home to the Marin Agricultural Land Trust MALT dedicated to preserving farmland. Founded in 1980, it was the first land trust of its kind in the nation and has since protected over 32,000 acres through agricultural conservation easements on 46 family ranches and farms. (The Tomales Bay Watershed Stewardship Plan: A Framework for Action. Tomales Bay Watershed Council, July 2003, 12 & 39).

2. Owing to its proximity to the San Francisco Bay Area, at one time much of the watershed was targeted for intense urban development; in the range of 65,000 homes. Rezoning efforts in the 1970s forever changed the future by capping the number of building sites at 3,000. Today, the Master Plan for Marin County includes A-60 zoned, with a 60-acre minimum parcel size for agricultural lands. As a result of these efforts and the creation of the Point Reyes National Seashore, GGNRA, and various other State and County parks, a significant part of the watershed and the western two-thirds of Marin County has been maintained as open space. (The Tomales Bay Watershed Stewardship Plan: A Framework for Action. Tomales Bay Watershed Council, July 2003, 38).

3. Federal Endangered Species Act guidelines have closed once booming commercial large coho salmon and steelhead trout fisheries. Today the foremost commercial fishery is Pacific herring (*Clupea pallasii*), which is managed primarily by the CDFG and subject to periodic closings. Smaller commercial fisheries in Tomales Bay include halibut, perch and live-bait. Recreational fishing is also important in Tomales Bay. This includes halibut,

clamming for littlenecks, gapers and manilas also threatened by influences of agricultural runoff, septic material, and sediments (Leet et al., 2001). Other recreational fisheries include Dungeness and rock crabs, jacksmelt, perch, sole, striped bass, sturgeon, sharks and rays. (Leet, W.S., Dewees, C.M., Klingbiel, R. and E. J. Larson (eds.), California's living marine resources: a status report, p. 334-335. ANR Publ. SG01-11. Calif. Dep. Fish Game and Univ. Calif. Agric. Nat. Res).

4. Mariculture is important in Tomales Bay and commercial oyster production is only possible in pristine waters. Hatchery-raised oyster "seed" are grown on beds in leases run by the California Department of Fish and Game. The shellfish are closely monitored for quality and safety by the Department of Health Services. (The Tomales Bay Watershed Stewardship Plan: A Framework for Action. Tomales Bay Watershed Council, July 2003, 42).

5. Marin County Department of Health and Human Services. 2000. Interim Health Advisory for Sport Fish from Tomales Bay. November, 2000.

6. The Tomales Bay Watershed Stewardship Plan: A Framework for Action. Tomales Bay Watershed Council, July 2003, 44.

Strategies for Sustaining Community Engagement and Action: Case Study, St. Croix National Scenic Riverway, Minnesota and Wisconsin

Bill Neuman, Founder and President, St. Croix Scenic Coalition

Bill Neuman is one of a small group of individuals that founded the St. Croix Scenic Coalition, a coalition of residents, community partners, and public agencies, including the National Park Service. The Coalition acts to protect scenic and community character along the St. Croix River, one of the original eight rivers included in the Wild and Scenic Rivers Act of 1968. The Coalition focuses its work on a region in both Minnesota and Wisconsin that contains approximately 65 local units of government and is 125 miles long. The Coalition successfully nominated the St. Croix River Valley as a “Last Chance Landscape,” a designation by Scenic America to recognize threatened treasures.



The St. Croix Scenic Coalition works to promote citizen involvement in the process of protecting the assets of the St. Croix River Valley. Photo: Bill Neuman

INTRODUCTION

This essay describes the efforts of the St. Croix Scenic Coalition to protect community character in the St. Croix River Valley in Minnesota and Wisconsin. Although it describes the process for sustaining community engagement and action along an inland waterway, there are many relevant lessons for all communities working to protect cultural and natural resources, such as those of the Outer Cape. The ongoing work of the St. Croix Scenic Coalition provides an example of how regional cooperation and cross-river and interstate partnerships can produce mutual benefits for multiple communities.

THE ST. CROIX RIVER VALLEY

The region of the St. Croix River Valley is a national resource of great beauty. It is one of America’s foremost scenic landscapes, stretching

over 150 miles along the border of Minnesota and Wisconsin. The five-county region bordering the riverway is comprised of Chisago and Washington counties in Minnesota, and Polk, St. Croix, and Pierce Counties in Wisconsin. The region hosts unique geological assets such as tall stone cliffs and glacial river potholes; as well as pristine biological resources such as expansive areas of wild forestland. It includes eight state parks, three state forests, four wildlife areas, four National Historic Districts, thirty-nine National Historic Sites, and numerous local parks.

WILD AND SCENIC RIVER

The St. Croix River is one of only eight original rivers designated under the National Wild and Scenic Rivers Act of 1968. This act selected

certain rivers which possessed exceptional biological, scenic, recreational, and geologic qualities as well as important historic and cultural values, and declared that they be "...preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations."¹

The National Wild and Scenic Rivers Act is in part modeled on the St. Croix River. Former Vice President Mondale lives in the Valley and as Senator from Minnesota wrote, along with Senator Gaylord Nelson of Wisconsin, the legislation that became law for the act. The Vice President has a lifelong commitment to the Valley and regularly participates in Valley events, public forums, award ceremonies and meetings that promote public education and recognize conservation efforts in the Valley.

Natural and scenic resources of the Valley have long held special significance to residents of the state and region. When the State Legislature established Minnesota's first state park in 1885, that park was located on the banks of the St. Croix River. The interstate significance of the Valley was recognized when the Legislature chose to call this first state park, Interstate Park. In 1900 the Wisconsin Legislature designated its own Interstate Park on the bank immediately opposite Minnesota's park. Since then the Valley has been recognized as a resource of national and international significance as well. The fact that Vice President Mondale lives in the Valley is one important reason that the St. Croix River got included in the first batch of eight designated under the act. These designations suggest that coalition building has been rooted in the Valley for a long time. The value of partnership has also been adopted by the St. Croix Scenic Coalition as its preferred approach to working on both sides of the river for the common good.

MISSION

The mission of the St Croix scenic coalition is: *To protect the scenic character of the St Croix River valley landscape by uniting and leading a coalition of communities, organizations and individuals.*

THREATS TO THE ST. CROIX RIVER VALLEY

Most people presume that the designation of "Wild and Scenic River" means that the St. Croix River Valley is protected. This is only partly true. For most of its length, the federally protected area is less than a quarter mile on either side of the river. The protection of the rest of the Valley relies on state and local government, elected officials and citizen action to protect scenery and natural resources along the river. Yet, modern development pressures are threatening this scenic landscape. As urban areas surrounding Minneapolis and St. Paul develop they encroach upon small communities within the river valley. Each new billboard, telecommunication tower, power line, commercial outlet and residential development contributes to the cumulative threat to green space and viewsheds. Small communities that are overwhelmed with the daily business of issuing permits often do not take action or dedicate sufficient resources toward preserving the region's beauty, and over time, community character erodes. The St. Croix Scenic Coalition was founded in response to these threats.

ST. CROIX SCENIC COALITION

The St. Croix Scenic Coalition is a grass-roots organization based on citizen involvement and involvement of member organizations. The Coalition operates on a regional scale. It is a young organization, formed in 2001. However, the roots of the organization began much earlier, as many of our board members were already serving as board members for other

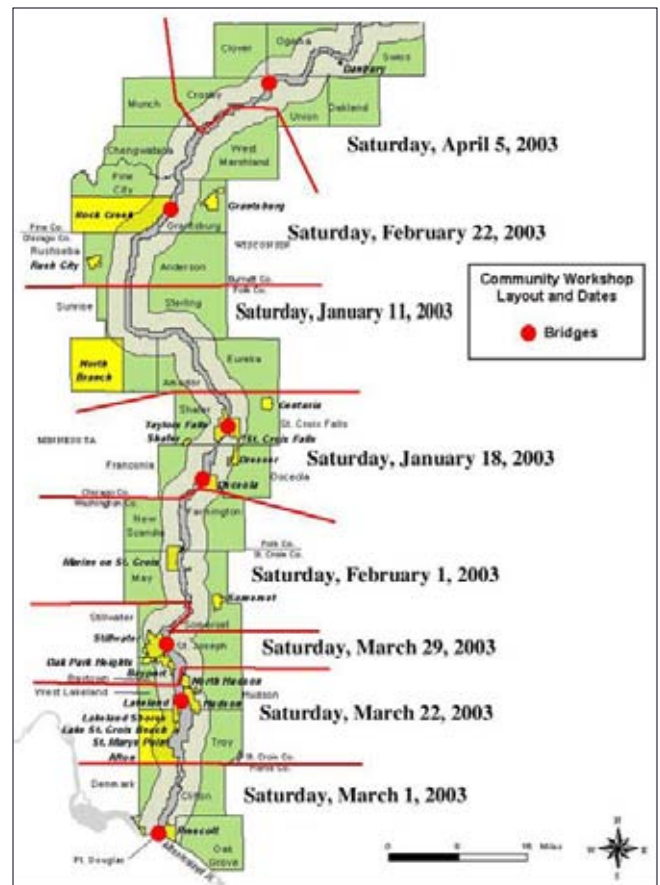
regional groups. Numerous board members have held public office as State Representative, County Commissioner and Planning Commission members. Almost all board members have held appointments to regional or state task forces and half of the Coalition board members currently hold appointments to represent their respective local communities in the regional Partnership Team, authorized under the Lower St. Croix Management Plan and advisory to the Minnesota and Wisconsin Departments of Natural Resources and the National Park Service. Also, many of our individual and organizational members serve as advisors to the Coalition and were active in local public meetings long before the group formalized.

The Coalition works to:

- Promote the social and economic value of protecting the scenic assets of each community in the River Valley.
- Protect the corridor’s valuable assets by assisting communities to define and preserve them.
- Foster collaboration, information-sharing and coordinated planning among those who are working to protect the valley.

Recently, the St. Croix River Valley was designated a “last chance landscape” by the Washington-based nonprofit, Scenic America, an organization dedicated to protecting natural beauty and distinctive community character for ourselves and future generations.²

The St. Croix Scenic Coalition sees this as a “last chance” to save the St. Croix Valley scenic corridor. It aims to establish a regionally acceptable planning approach based on preservation of community character. This approach brings together existing agencies, organizations and interested citizens from both sides of the river (Minnesota and Wisconsin). It helps communities identify assets and then develop community plans and processes that protect



The St. Croix Scenic Coalition works along a 125-mile section of river. When planning community meetings, organizers consider the locations of bridge crossings and other logistical concerns. Image: courtesy Bill Neumann

those assets. It also seeks to elevate standards in zoning ordinances and other regulations in small communities throughout the valley in a manner that is consistent with protecting scenic resources in the region. It provides a public forum that allows clusters of communities to achieve mutual protection through cooperative planning.

INTERSTATE COOPERATION

The St. Croix Scenic Coalition was founded on the premise that developing partnerships between communities from both sides of the river would help all communities work more effectively for the common good. The Coalition focuses most of its work within a 125 mile section of river that forms a common border

for 65 different jurisdictions on both sides of the river. Although each town and county deals with its own specific issues depending on a variety of factors, overall, the communities share a common bond formed by their relationship to the St. Croix. The benefits of this partnership approach are further emphasized when residents and local officials in both states are reminded that Minnesota actions create the scenic viewshed for Wisconsin residents and Wisconsin actions create the scenic viewshed for Minnesota residents. In fact, there are several new local ordinances in both Minnesota and Wisconsin that specifically reference preserving scenic views and community character for residents on the other side of the River.

MEMBER COMMUNICATION AND EDUCATION

We have a Coalition list-serve. We are in the process of developing an interactive, web-based communication network in which citizens from throughout the Valley will serve as “eyes and ears of the Coalition.” If we know a touchy issue is on the horizon we can alert our members quickly and educate them about all the issues before public meetings. We also use this list-serve as a medium for discussing and debating complex issues. For example wind turbines present a scenic intrusion issue, but on the other side, they provide a renewable resource that really needs to be developed. We have people here on both sides of the issue. Members find ways to accommodate alternative viewpoints in the river valley.

In all of our workshops we use a professional facilitator and we have a number of them who do this for a living in our Valley. And some work regularly with the largest business organizations in the region. We usually pay them a nominal amount and sometimes they work for free. This use of their professional expertise has served us very well.

ENFORCEMENT OF EXISTING RULES

Coalition members are very active in their own communities. Not only do they monitor industry and private land development, but they monitor how well their own community officials follow through with enforcing existing rules. A failure to enforce what is on the books is just as big a problem as not having the right rules to begin with. Coalition members work very closely with their elected politicians. They fight to establish progressive new legislation, work to spread awareness of existing regulations and follow the enforcement of those regulations closely. One formal vehicle for assessing consistency of enforcement in the Valley is the Lower St. Croix Partnership Team. In regular meetings, representatives of each community and of organizations active in the Valley meet to assess real case examples of local government actions. A technical committee prepares photos, facts and any available information regarding a recent permit process within a local jurisdiction and the Partnership Team evaluates whether Riverway rules were sufficiently observed and whether local ordinances were enforced. The evaluation is advisory to the Departments of Natural Resources of both states and to the local unit of government that acted on the permit application. The Partnership Team is authorized in the Management Plan for the Lower Riverway. Half of Coalition board members also represent their local community on the Partnership Team.

HIGH VOLTAGE TRANSMISSION LINES

Several years ago the issue of high voltage transmission lines came to the St. Croix River Valley. Northern States Power (now Xcel Energy) and Dairyland Electric proposed construction of a 230,000 volt power line, cutting diagonally across Chisago County, Minnesota, passing through five small cities, and crossing the St. Croix River to continue 20 miles into Polk County, Wisconsin.

The cities that were most impacted hired

attorneys. A citizens organization also hired attorneys to represent the environmental resources of the Valley. I sit on the board of that citizens group called Concerned River Valley Citizens (CRVC). We have become citizen experts in the field of energy, local load serving, reliability, transmission line design and transfer capacity. In this case, we hired our own engineers to analyze the proposed transmission line. We became citizen interveners in a hotly contested case. We organized and participated directly in cross-examination of witnesses in 26 days of testimony. The hearings before an administrative law judge generated 6,500 pages of sworn testimony regarding the proposed line. For the first time in the state's history a hundred million dollar project was turned around based on a determination that the need for the project was grossly overstated, that there would have been demonstrable harm to the Valley, that benefits were not sufficient to offset the harm, that local and regional benefits of the project were minimal and, because of perceived destruction of the character of the Valley, local citizens simply did not want a project that could not demonstrate need and would not utilize feasible alternatives that would keep the St. Croix Valley from harm.

BROAD COALITION BECOMES KNOWN AS A POWERFUL FORCE

As a result of collective activism in the Valley, we have become very well known in the state of Minnesota. Every agency knows us, and knows to tread softly when they deal with the St. Croix Valley because our citizens are educated, motivated and they have a lot of resources. Having such a broad coalition arms us with a wide spectrum of talent and expertise. Our community members pool their resources and work cooperatively for mutual benefit. For example, one of our members is a commercial pilot with a major airline. He is willing to donate his time to take a small plane up, and for very little cost, we are able to document our river valley with aerial still photography and video. Use of these images has become an enormously powerful

tool for mapping assets and for public education. We use the images to motivate people at community-building events within our river valley. We submitted aerial video to Scenic America to support our nomination of the Valley as a "Last-Chance Landscape."

The Coalition has produced an 11-minute video that is used to introduce workshop attendees to the range of scenic images from the Valley that can be perceived as both threats and assets. We have developed a rudimentary Valley Image Project that can produce quantitative ratings of images in the Valley. It can be administered to a large group in four minutes. The Coalition has embarked on a comprehensive project to gather images in the Valley that are both positive and negative. This collection of images will be shot digitally by residents and visitors to the Valley and will be used to develop a more complete quantitative tool for evaluating visual resources. In cooperation with the National Park Service, the University of Minnesota and the Minnesota Department of Natural Resources, the Coalition is assisting in development of a scenic analysis tool for use in the St. Croix Valley.

TRANSFER OF DEVELOPMENT RIGHTS AND PURCHASE OF DEVELOPMENT RIGHTS

The Coalition has recently seen residual benefits from a four-year project a few years back when we sought to develop a transfer of development credits program and purchase of development rights program in Washington County and Chisago County in Minnesota. At that point in time, we did not have the enabling legislation in Minnesota to allow either transfer or purchase programs to exist. So citizens and environmental groups got together and determined they would work through the Legislature to enact the enabling legislation, which they were able to do. To fund implementation of a purchase and transfer program they approached the Legislative Commission on Minnesota Resources, which is really a committee of the Minnesota Legislature that provides funding

from lottery proceeds to support environmental projects. It is a competitive application process, but we put in a bid and received about a half million dollars in each of two biennia. In using the funding to develop transfer and purchase programs in both counties we partnered with several organizations such as the Trust for Public Land, The Minnesota Farmers Union, the Land Stewardship Project, Rural Community Initiative, Minnesota Land Trust, 1000 Friends of Minnesota, Chisago County and Washington County.

We were successful in adopting ordinances to establish a purchase program in Chisago County and Washington County, and also a transfer program in Chisago. These projects tend to be very broad in approach and yet very specific in outcome. In fact, it is not always possible to determine the sharp line that determines which organization is responsible for success of a project when a project lasts for several years. One reason is that staff changes in organizations and another reason is that individuals, particularly board members, work for and with multiple organizations, all at once or over a period of years. Three Coalition board and committee members worked on that project for all four years and continue to work to expand use of transfer and purchase programs to protect open space in Chisago County through the current Coalition Gateway Community Project.

BUILDING CONSENSUS

In Chisago County, we developed a purchase of development rights program and the first transfer of development credits ordinance adopted by a county in the upper Midwest. This was a success but not an immediate one. It took four

Among the most valuable resources of the St. Croix Scenic Coalition is the ability to link people who have expertise with communities and organizations that need help.

years of hard work and public process to adopt just the ordinances. In the end, ordinances were adopted and we view it as a success given the strong County opposition in the beginning. Even success must be measured in degrees because it rarely means complete success.

When the project was just beginning, our County was definitely not on board. The chair of the Chisago County Board wrote a letter to a member of the Legislative Commission saying, “Don’t fund it—we don’t want the project in our county.” Luckily the Legislative Commission did fund the project and for over a half year, citizens and environmental organizations carried the project forward. We started holding public meetings in both Chisago and Washington County. Over the course of four years, we held over 200 meetings. We held multiple public meetings in every city and in every township even when they did not want us there. We did not press the issue with reluctant local governments but were persistent at bringing fact-based education into each community. Gradually, Chisago County board members became embarrassed that we focused so much praise (and publicity) on Washington County for backing the project from the beginning. Chisago board members finally yielded to public perception and determined they wanted to be recognized for supporting what was obviously a popular program with residents. Chisago County became a full partner for the last three and a half years of the project. But despite board support, some Chisago County staff members were not on board and some sought to scuttle the project. We patiently and persistently worked through the process.

UTILIZING MAPS AND RURAL LANDCOVER DATA

In recent years, the Coalition has enjoyed a special relationship with the National Park Service. Working closely with NPS staff, the considerable Park Service GIS and mapping expertise has found avenues to communities requesting help in communicating visual representations

of assets to the public. Coalition maps, St. Croix Scenic Byway maps and overlay protection maps in Chisago County have all been produced with assistance from National Park Service staff.

Another example of bringing mapping assets to the St. Croix Valley was the previously mentioned Green Corridor Project, funded by the Legislative Commission on Minnesota Resources. In this purchase and transfer of development credits program, good base maps needed to be created in order to further map public input on areas residents felt should be preserved if money or a program became available. The project did create Washington County and Chisago County base maps and natural resource inventory maps as a first priority. In this case Washington County, which already had a sophisticated parcel mapping and data layer process, was able to supervise and coordinate the public mapping process for the four-year project and to assist with creation of electronic maps which had not been developed for Chisago County prior to the project.

Twenty or more large format county maps were brought to each of the approximately 100 public meetings held in each county. Maps were mounted on foam backer boards and covered with a clear mylar cover that could be marked with permanent marker in multiple colors and removed after each meeting as a permanent archive documenting public input. Registration marks on each mylar record allowed the GIS staff to record information accurately and to enter it into the computer data base. The markers were used to indicate points of local interest, areas of sensitive habitat, scenic vistas and any other feature participants felt should be considered in designating a possible interconnected "green corridor" in their county. Project partners produced detailed landcover base maps for each county and used them as tools for gathering information at local meetings. Local citizens identified assets and highlighted areas on the maps that needed protection and they justified why those certain

features should be preserved. This process was conducted in such a way that captured all comments and gave value to all voices. Project partners then compiled all of this citizen-based data and brought it back to individual communities for refinement at subsequent meetings.

In a separate technical agency process, the coalition requested that the Department of Natural Resources and other state agencies with aerial analysis and mapping skills spot assets in need of protection. Ultimately, the agency representatives identified very nearly the same list of assets as the citizen groups. This outcome confirmed the values of ordinary citizens and residents felt empowered by the fact that all of the technical work at the agency level merely reflected what they themselves already knew. This helped to give a new level of legitimacy to the work of the citizens' groups.

WORKING WITH LOCAL PROPERTY RIGHTS GROUP

The goals of property rights groups are often at odds with groups and individuals that want open space and natural resource values preserved. In our region we have a property rights group that represents a large collection of landowners who are increasingly concerned about the valuation of land in the valley. This group worries about potential impacts on valuations by zoning and density requirement changes. During recent months the Coalition has made significant progress talking with members of this group through a slow process based on weekly discussions held in local coffee shops.

We are currently trying to sort out our differences and develop a planning document that reflects what we all agree on. A fact that landowners and conservationists agree on is that landowners who own large parcels in close proximity to our national riverway own land that is worth far more than land in other parts of the county. It is unlikely that any purchase of development credits program could easily acquire funds to buy credits to create significant

blocks of protected open space in these areas. Therefore we are trying to find an incentive program that could be offered in our county that would provide compensation to landowners through the market place and without significant public dollars. We further agree that landowners deserve equitable treatment and should be fairly compensated when they set large blocks of land into permanent protection.

BONUS CREDITS AND INCENTIVES PROGRAM

Currently we are developing a system of bonus credits and incentives to expand use of transfer of development credits throughout Chisago County. Under this proposal, sale of development credits (where each credit is based on the amount of land currently required to build one house) would be encouraged to preserve open space in priority protection areas. This incentive would be accomplished by offering landowners the opportunity to sell more credits from a parcel than there are building sites under current agricultural zoning density standards. And even after selling all theoretical development potential from the land, big parcels of 20 acres or more would retain the right to build a single house if the bulk of the remaining land is permanently protected as open space. This is seen as being very supportive of maintaining the rural character of our county and rural character is widely seen as a primary asset in the region. This conservation design program would be further achieved by offering developers the opportunity to dramatically increase densities in areas better able to accommodate development. This approach to shaping development maintains tax base, protects open space and helps to maintain the rural character that residents treasure.

In southern Chisago County we did not want to 'export' tax base by moving development laterally away from the school district because the local school relies on local property taxes for funding. We worked closely with the superintendent of schools in that district to work out a solution for all. We presently permit sale of

development credits from parcels within the district provided credits are applied to build at a higher density in another location within the district. We have met with the county planner to discuss the idea of offering additional incentives, particularly the idea to give developers bonus density ratios if they cluster and set aside open space. The benefits of the conservation design proposal we are carrying forward can be great because you are able to set aside 80 percent as open space in some cases and still accommodate the same amount of development. Landowners are beginning to understand these principles and they are signing on.

CELL TOWERS

For the past number of years an issue that has been common to every community in the Valley is the proliferation of cell towers. We see towers erected on some of the highest promontories, marring our scenic character, yet we want the service provided by those antennas. The St. Croix Scenic Coalition understands that this is an increasing technology, but we want to find creative, less intrusive ways to accommodate it. Consistent with our Valley-wide approach, we tackled this issue head on. Each local unit of government in the Valley was invited to participate in discussions that after a year of meetings did result in a Master Plan for building wireless communication services and also a model ordinance to guide that development. The Minnesota-Wisconsin Area Boundary Commission took the lead on this project.

The group worked with the NPS to convene meetings, with every unit of government along the river invited, for over a year. They also brought in representatives from industry. We used people resources including a siting specialist for the cellular industry. We educated ourselves by seeking information and advice about all of the most current technologies and as a result we were able to speak credibly about the subject with all of the players at the table. We discovered companies that sell low-visibility antennas that utilize camouflage and stealth design

approaches. We discovered that other companies are working on cutting edge solutions to reduce the separation distance required between separate antennas on a tower to prevent interference. This approach alone expands the number of separate companies that can use a single existing cell tower. We have also explored the option of placing antennas in dairy silos which dot our landscape. This option is a win-win, as it provides income to struggling farmers to help support our local agriculture and it hides antennas by stealth design.

MANAGEMENT PLAN FOR THE RIVERWAY

A management plan for the St. Croix Riverway has been developed over the course of many years, the result of countless meetings involving representatives from local units of government and members of the public.³ After we had a draft management plan we met another year and a half. In this time period we developed the proposed draft administrative rules which would determine how both the Minnesota and Wisconsin departments of natural resources would administer both sides of the river. Our goal was to develop rules that would apply equally to both sides of the river, but in reality often by the time that our proposals make their way through the political forces at the legislatures in Madison and St. Paul they become altered. Sometimes the rules get watered down with pressure from special interests groups. But we monitor this process as much as we can and we have made progress.

One of the purposes of our management plan is to develop a partnership team. Every unit of government in the Valley has assigned a representative to this partnership team. It is important to have good rules and policies, but it is important to focus on improving the enforcement of those rules. Every month or two we meet and we get five or six cases that have actually gone through a review and permitting process in a local unit of government. We do a case study of each, analyze data and determine

CROSS-RIVER COLLABORATION

Recently, the City of St. Croix Falls demonstrated the power of working cross-river collaborations as it dealt with the issue of how to bring cell service to their community. After weighing in with their sister city across the river, they ended up getting the cell company to erect an antenna on the roof of a hospital. The antenna is not visible at all and is housed in a short structure that looks much more like an air conditioning unit on the roof of the hospital. The wireless service is provided to both cities and to the feeder highways and it is almost impossible to detect the antenna installation. This is a particularly notable win for the preservation of the scenic quality of the region as St. Croix Falls sits at the most important gateway to the entire river valley.

whether we think the community has actually adhered to the rules and guidelines of the management plan. We provide them feedback as to whether they are doing a good job.

CITIZEN INVOLVEMENT

In the Valley we have come to live by the methodology of citizen involvement. In fact, many of the most important environmental initiatives have been and continue to be completely citizen driven, but that can lead to a significant level of inefficiency and duplication of effort. Our region of interest covers a large area that is bisected by a water body with limited bridge crossings and consequently, communication between individuals in different communities in Minnesota and Wisconsin can be difficult at best without some kind of network pulling them together. When the Scenic Coalition was formed a couple of years ago we applied for some grant funds through the Challenge Cost Share program of the National Park Service. We were successful in obtaining funding twice in two years and we developed some important projects and partner relationships in the process.

We have held workshops and meetings in every single community along the 125-mile river valley. When we organize meetings we are mindful of which communities seem to have a natural affinity for each other and where the bridge crossings are located. Today, we have developed a list of 235 core people who we regard as the most active in the river valley and who are good at getting things done. These folks and others came together, identified the threats and assets of their communities and talked about the level of engagement in their townships. As a result, we have developed some themes that seem to be common to most communities in the Valley. We are using these common themes to develop new educational materials and to design new intervention strategies to prevent harm to resources rather than mitigation once harm is done. Education and effective communication are keys to our strategy for protecting the Valley. People who attended these early workshops are prime candidates to provide ‘the eyes and ears’ for the Coalition and will form the central communication network in the Valley when our interactive web site is fully functional.

In addition to individuals, membership in the Coalition is comprised of other organizations with memberships of their own. Local units of government have become defacto members of the Coalition and regularly seek assistance and expertise on issues and development proposals they face. Members of the board and Coalition committee members regularly testify and provide information to local governments and planning commissions when decisions could have impacts on the integrity of the Valley landscape.

PARTNERS

We partner with many entities.⁴ After we had citizens identify threats and assets, we went back to each community in the Valley in a ‘Next Step’ series of workshops as a prelude to a regional Gateway Communities workshop. We started talking about our possible new partners in each community. We began by involving the lead Gateway Communities Program partner, The

Conservation Fund, and then we developed a partnership with the University of Wisconsin at River Falls, the only academic institution in the watershed. We have a close advisory relationship from staff of the National Park Service. We also partner with organizations that do not sign on to our set of bylaws but they give us advice and monitor our activities and give us tips for achieving goals. One these advisors alerted us to funds at the Department of Natural Resources available for creating technical maps. We obtained the first grant awarded to a rural township for land cover mapping in Minnesota. For the first time we are able to create highly detailed maps of rural areas, and our townships have a model to catalogue natural resources such as native vegetation and make better land use choices.

GATEWAY COMMUNITIES PROGRAM

One thing that has made a large difference is the Gateway Communities Leadership Program, a collaboration of The Conservation Fund the National Park Service and its Conservation Study Institute, the U.S. Fish and Wildlife Service, and the Sonoran Institute. The purpose of the Gateway Communities Program is to create opportunities for gateway community residents and managers of adjacent public lands to discuss common issues and build collaborative relationships. A few years ago we sent a team to Seattle to participate in a three and a half day national gateway training course called “Balancing Nature and Commerce in Gateway Communities,” which focused on preserving community character. Attendees brought back a video produced by the Gateway Program entitled “The Dollars and Cents of Preserving Community Character.” It is the most valuable video you can imagine. Not highly polished but the message is extremely valuable. It shows communities how they can make the most of their limited resources. Likewise, the text *Balancing Nature and Commerce in Gateway Communities* describes the approach to integrating development in a way that complements a community’s character rather than detracting from it.⁵

As a result of our experience in Seattle, we talked with Kristin Peppel, who coordinates the Gateway Communities Program for The Conservation Fund, about bringing this curriculum to our river valley, as they do offer regional workshops. Whereas the Seattle course had been comprised of teams from around the United States, each of our teams came from one place essentially, the St. Croix Valley. In February 2004 at the University of Wisconsin at River Falls, we hosted a 3.5-day event that convened teams from throughout our valley. Entry required a competitive application process. Each team had to have authorization from a local unit of government and one elected official. Teams were required to have a public lands manager and members of the public from that community. We brought experts from around the United States, useful educational materials and case studies to provide inspiration for teams to take action in their own community.

Since our 3.5 day event in February, all teams have met again in a formal workshop setting and they have voted to continue meeting from time-to-time to maintain the network they have established and to capitalize on the shared experiences they are able to communicate to each other. We regard the fact that the communities have decided to keep talking and learning from each other as an important step in solving Valley issues by common dialogue. Team members have indicated that every time they hear about what someone else is doing they find out more about who they might partner with and what they can do in their own community.

SCENIC BYWAY

We have a well-established scenic byway program in the state of Minnesota. After the Gateway Communities workshop, we examined the entire 125 miles of our riverway and put together an application for designation of a scenic byway running parallel to the St. Croix River. In June 2004 the commission accepted our application and made the designation. We now have the St. Croix Scenic Byway, a road

SCENIC BYWAYS

As part of the U.S. Department of Transportation, Federal Highway Administration since 1992, the National Scenic Byways Program has funded nearly 1,500 byway projects nationwide. The program goals are to, identify, preserve and enhance special roads throughout the United States that represent special cultural and natural panoramas.

Scenic byways help to educate travelers about the historical events along the route and they direct tourists off the highways through small towns. Minnesota enjoys a well-established scenic byway program with over 20 scenic byways in the state. The Saint Croix Scenic Coalition has found that the issue of protecting scenery pulls out all the other environmental agendas. The spectacular landscape brings in tourism and tourism brings dollars to local economies. We are working with a regional tourism alliance to try to maximize our marketing of the scenic byway resource.

that runs all the way down to the Great River Road National Scenic Byway near the confluence with the Mississippi River and north to Evergreen Memorial Highway that connects our scenic byway with Lake Superior. This completes the missing link and establishes a connected route along the eastern border of Minnesota along the St. Croix Valley.

We have been monitoring the progress of legislation in the state of Wisconsin to establish a scenic byway program in the state. We expect that program to be ready to take applications for designation of byways soon. We will apply for a parallel route in Wisconsin that follows the St. Croix River and goes all the way to Lake Superior across from Duluth and near Superior Wisconsin. Unlike the Minnesota Byway program, Wisconsin will require us to select only state highways for designation. This will potentially pull us away from using some of the most

scenic roads but we intend to explore use of alternate routes that offer high value side trips radiating from the main byway route. We are working with a regional tourism alliance to try to maximize our marketing of the scenic byway resource. We have found that the issue of protecting scenery draws out all of the other environmental agendas. In our area tourism is tied to our pristine landscape and tourism brings in dollars which impact the local economy. It creates a complete package. We are working on it together because we realize that while everyone has a common purpose, each group, organization or community has unique needs. We try to accommodate as many as possible.

CONCLUSION

The people of the St. Croix Valley share an identity that transcends state borders, and today, through the action of the Coalition they have begun an important, regional dialogue that will help them work together. Today the St. Croix Scenic Coalition continues its ongoing mission of developing effective tools for helping Valley communities and organizations working together to protect the scenic value of the river corridor. Coalition successes such as the development of a comprehensive management plan, the creation of a scenic byway, the nomination as a “Last Chance Landscape,” adoption of transfer and purchase of development rights programs and the Gateways Communities workshops have helped to set in motion a tradition of citizen-based community planning to protect character of the St. Croix River Valley.

NOTES

1. The St. Croix River is one of only eight rivers listed under the original Wild and Scenic Rivers Act of 1968. Wild and Scenic Rivers Act of 1968. (P.L. 90-542, as amended) (16 U.S.C. 1271-1287) Congressional declaration of purpose “It is hereby declared to be the policy of the United States that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes.” <http://www.nps.gov/rivers/wsract.html>, (Accessed Jan. 23, 2005).

2. Scenic America is an organization dedicated to protecting natural beauty and distinctive community character for ourselves and future generations. <http://www.scenic.org>

3. *Final Cooperative Management Plan/ Environmental Impact Statement Lower St. Croix National Scenic Riverway Minnesota and Wisconsin* U.S. Department of the Interior National Park Service, Wisconsin Department of Natural Resources and Minnesota Department of Natural Resources.

4. Some of our partners and cooperating organizations over the past two years have included: St. Croix Watershed Research Station; 1000 Friends of Minnesota; University of Wisconsin at River Falls; University of Minnesota Water Resources Center; National Park Service; Workshops funded by National Park Service “Challenge Cost Share” Grant Program; the Gateway Communities Program and The Conservation Fund; University of Wisconsin Department of Landscape Architecture, Madison; University of Wisconsin Extension; University of Minnesota Humphrey Institute; Minnesota Department of Natural Resources; Wisconsin Department of Natural Resources; Warner Nature Center/Minnesota Science Museum; numerous consultants, facilitators and professional individuals.

5. Jim Howe, Ed McMahon, and Luther Propst, *Balancing Nature in Gateway Communities* (Washington, D.C.: Island Press, 1997). The Conservation Fund.

Community Character and Regionalism Group Report: October 7-8, 2004

INTRODUCTION

This summary reflects the collective ideas of a group of some 20 individuals who met during conference break out sessions and a field session to explore ideals for community character on the Outer Cape. This summary was prepared from notes recorded during the session and is presented in three sections as outlined below. More detailed session notes are available through the Cape Cod National Seashore (CACO_Superintendent@nps.gov).

- I. Vision Statement for 2020
- II. Issues, Possible Solutions, and Action Plan
- III. Closing Comments

I. COMMUNITY CHARACTER VISION STATEMENT FOR 2020

By 2020 the Outer Cape will have:

- Preserved the cultural and natural landscape, i.e., beaches, water quality, views (related to tourism and economy).
- Preserved social capital and reciprocity: those things that bind people together.
- A system of controlled infrastructure including a transportation system that works, offers a diversity of types, supports but not dominate the landscape, and that does not destroy what is here.
- Shared agreed-upon transportation resources, but also keeps local transportation types that support local identity/scale.



During the “Community Character and Regionalism” field session in Wellfleet. Photo Mary Lee York

- Preserved and encouraged social and economic diversity, i.e., the fishing industry is not just a haven for millionaires. Citizens are working for regional understanding and communities that thrive year-round.

Additional Visions for 2020 related to Community Character

- Take full advantage of affordable housing
- Meet people in the neighborhood through mixed use residential and commercial use
- Manage protected land and landscapes
- Manage landscaping of existing properties
- Support zoning that helps maintain landscapes and character of homes and private properties
- Promote natural landscaping and reduced use of fertilizers

- Provide lots of trees and benches
- Preserve and enhance cultural and natural resources
- Support small locally-owned businesses
- Limit strip development
- Use fewer cars and provide more alternative types of transportation
- Respect different points of view
- Encourage freedom of expression
- Support diversity
- Seek a 12-month economy
- Preserve individuality of towns
- Create less dependence on tourism
- Develop a diverse economy - arts, agriculture
- Maintain Cape Cod aesthetics
- Maintain scale of buildings, vernacular styles
- Preserve water quality
- Preserve historic portals, vistas
- Local control over curb cuts and road size
- Improve functionality of Route 6
- Preserve majority of open space
- Encourage diverse pricing of housing

II. ISSUES, POSSIBLE SOLUTIONS & ACTION PLAN

What are strategies for encouraging broad community cooperation?

- Regional cooperation on issues related to community and landscape character and vital local communities
- Shared issues/resources/opportunities
 - Transportation - aesthetic guidelines
 - Zoning- commercial, residential and within National Seashore boundary
 - Regional concerns
 - Uncontrolled (and incompatible) development and redevelopment issues including, the loss of native vegetation and viewsheds, impact on water and sand roads turning into paved roads

Potential Solutions: Uncontrolled & Incompatible Development - What can we do?

- Tax tourists more to support local initiatives
- Zoning and site plan review
- Incentives
- NPS role: education
- NPS funding for technical advice
- Tax developers and require them to pay for planning
- Public hearing on every proposed development - no outside experts
- Inventory community character elements
- Education program about what community character of Lower Cape is
- Community forum: brainstorm community character, analyze and describe
- Local high school students lead process to analyze and describe elements of Lower Cape community character
- Use town meeting for focused discussions of community character

- Meet with Seashore superintendent to lay out public concerns about road widths, etc.
- National Seashore runs all decisions impacting community character by local public
- Seashore advertises public meetings more actively and in non-traditional ways
- Federal funding for amenities like fences from neighboring federal agencies
- Shared local and federal money for enhancing community character
- Shared local/ NPS decision-making on redevelopment
- Explore cultural coast initiative and heritage corridor designation
- Build broad working relationship between Seashore and local communities through transparent NPS decision-making
- Multi-stakeholder meetings that bring diverse people to the table
- Target Seashore staff positions to focus on community character planning working jointly w/ towns and cross-pollinating among town
- Lower Cape Community Character Coalition (arm of/ mirroring Upper Cape Sustainability Center) - partnership like Scenic Hudson Coalition
- Support community leadership roles for lower-income residents
- Seashore employees meet and greet with local residents through tour
- Regional - Lower Cape towns and Seashore - multiple partners, local organizations
- First actions:
 - Assemble Coalition
 - Develop an understanding of and definition of community character
 - Inventory community character and threats to it
 - Research similar initiatives - ex. Blue Ridge Inventory - volunteers

III. CLOSING COMMENTS, AUDIENCE FEEDBACK, COMMITMENTS MADE

Mark London, Martha's Vineyard Commission reported back to all of the conference participants and started by describing their group process:

The group started out with a brainstorming session and produced a wide range of broad or specific actions. There were many different views of what community character represented: sometimes "scenic character" or the "physical character," or "factor of the community." We alternated between using the term "community character" and "scenic character." Most of the discussion was focused on ideas that had the highest feasibility and highest impact.

Within our group there were two groups/main ideas. One dealt more with a comprehensive approach to defining and intervening on community character on the Outer Cape as a whole, while the other group focused on the relationship between the community, the town, and the Seashore. Both dealt with within and without the Seashore and how the Seashore might help the issues in the first group.

The group devised the following action items:

- Form a Cape Cod Community Character Coalition that is focused on scenic and social values
- Create a Lower Cape Community Coalition tasked with coming up with inventory

of what community character “is.” Try to define it. This coalition will include town officials, community interests, and NPS representatives.

- Examine how zoning impacts community character.
- Examine examples of community plans: Blue Ridge Parkway scenic plan, a community driven plan about how to care for and preserve scenic area. Also Scenic Hudson.
- Work with Cape Cod Center for Sustainability on the Upper Cape which works with many of the same issues that we are all talking about today not just community character.

In response to these action items Bill Neuman, President of the Saint Croix Scenic Corridor Coalition, offered the following recommendations for a comprehensive approach for action:

- The inventory process must involve a lot of people; many citizens.
- Community character must be defined in the individual communities.
- Find examples of community-driven, grassroots efforts, such as those in Blue Ridge Parkway.
- Consider the Gateway Community model.

A member of the group also described their relationship with Seashore, Group Representative:

This conference was the first opportunity to sit down and have a dialogue with both Cape Cod National Seashore people and community people in the same room. This is an important opportunity. We are going to move forward.

The Seashore generates anger among some locals when they enforce certain rules. There were many

issues when Seashore was started in 1960s. It seems they want to move in different direction.

Many locals love and respect Seashore, but we need to keep dialogue going while planning. Today we learned the National Seashore has talented people and has shared resources with communities to help them plan.

VI. CONFERENCE FINDINGS, ACTION PLANS AND PARTICIPANTS

Conference Findings, Action Plans and Participants

In early October 2004, the Cape Cod National Seashore, University of Massachusetts, National Park Service Olmsted Center for Landscape Preservation, and Conservation Study Institute, along with a number of local Outer Cape towns and organizations sponsored a three-day conference titled *Endless Summer: Managing Character in Coastal Communities*. The intent of the conference was to engage coastal resource stewards and local community members in thought provoking analysis and discussion of key issues threatening community character in the Outer Cape towns. The conference was held October 6-8 and was attended by approximately 120 people from across the country. The conference included four themes that were identified by a conference steering committee that included representatives from local organizations:

1. Working Waterfronts
2. Affordable Housing
3. Smart Growth and Redevelopment
4. Community Character

Conference participants were equally divided into four working groups. Each group met to develop a vision statement, identify issues, participate in a field trip to look at issues facing the Outer Cape communities, and developed a series of recommendations to bring back to the larger group. Having identified a vision and had a common experience on field trips, each group accomplished some or all of the following items:

- Picked the highest impact/most feasible solution and envisioned how to implement it
 - Identified action steps and outlined a time frame for implementation
 - Considered the resources represented by group members, identified key people in the community not present at the meeting and designated people to call them
 - Highlighted related initiatives with which the group could partner
 - Identified benchmarks of success
 - Brainstormed obstacles that group might encounter
 - Prepared a seven minute report for the whole group
- Conference organizers and participants agreed that in order for the conference to be a success, interested participants needed to reconvene in the future. Each of group was asked to assign someone to be a delegate. Members were led through a “turning vision into action exercise” by thinking about one action step they were going to take and write it down on a form and exchange with someone in room. The following is a summary for each of the four theme groups.
- Identified key issues and devised action steps towards addressing these issues
 - Imagined a range of possible solutions and analyzed their impact and feasibility

1. WORKING WATERFRONT GROUP

Issues

- Working waterfront and pier operations must be economically viable. The working waterfront will not always be here.
- Fishing fleet is suffering and will probably be reduced over time.
- Uses that take place on the waterfront may not totally pay for all cost involved in running the waterfront. There should be a strong base of economic support through the activities that take place.
- Public access is a problem, an opportunity, and a key element of the working waterfront.
- The working waterfront suffers an image problem.
- The pier and working waterfront is a piece of public infrastructure and has intrinsic value to the town. There has to be some way of allocating the expense of the operation of the pier so that the town also pays its share.
- Working waterfronts should be unsanitized.
- Water quality is a huge problem.
- Retain services necessary for a working waterfront.
- Need to build some predictability into the fees charged by the pier.
- Harbor values have a lot to do with how the harbor connects with the town. If the harbor is cut off from the town, the link between the town and harbor is threatened.

Action Plan

- To resolve conflicts, identify all the stakeholders not just the pier corporation, or the just the selectmen in town. Include the arts groups, the merchants, the second homeowners, the residents. Identify the stakeholders and make sure they are part of the process.
- Many relatively easy, feasible choices. Most had to do with providing access and services. The larger issues, like financial issues for pier, were much tougher. Very hard to make action items regarding economy.
- Working on the issues associated with the

Provincetown Pier can serve as a useful model for other towns.

- Revive existing plans that have not been implemented. The executive summary of the plan needs to be brought forward on a regular basis so that the towns and communities understand what the overall goals are.
- Keep the waterfront active with remaining fishing fleet, but think of more things to do than just the traditional waterfront.
- Install amenities such as interpretive signage and restrooms.
- Conduct an study on what the town has as assets and what the town actually owns and what the character that the town has the draws people to it.
- Conduct an aquaculture study and address water quality issues.

Next Steps

- Generate public involvement, ask the public: Do we want working waterfronts to become extinct or not?
- Find ways to balance recreational interests with working waterfronts, conduct a harbor planning study.
- Action items bring community back to waterfront by:
 - Developing an events calendar
 - Do town asset study for harbor
- Bring the community back to the waterfront to understand and identify its value of the waterfront in the area.

2. AFFORDABLE HOUSING GROUP

Issues

- Lack of affordable land and infrastructure.
- Intergenerational equity transfer.
- Conflict between open space and affordable housing interests.
- Need for zoning by-law upgrades.
- Need for above-shop housing.
- Consider NPS lands exchange of use of housing in park.

- Solutions in other resort communities.
- Link between affordable housing and viability of small businesses.
- Cape Cod Community College dormitory feasibility study and use of dorms for summer workforce housing.
- Workforce housing, including small businesses workforce housing.
- Need to address seasonal housing and year-round housing.
- Interrelationship between affordable housing and transportation.

Action Plan

1. Form a Sub-Regional Housing Workgroup (Meet by mid-Nov)
2. Develop awareness campaign (Begin to unroll March 2005 for town meetings)
 - Needs analysis by sector
 - Economic impacts, including lack of impact on property values
 - Put a face to housing needs
 - Propose action steps
3. Begin to implement action steps (Begin next Spring 2005)
 - Take to key audiences
4. Research possible funding options/ sources (On-going)
5. Gateway Community Workshop

Target Audiences

- Realtors
- Town leaders
- Business owners and employers
- Small business owners association(s)
- Banks
- Health Care providers
- Nonprofits
- Chambers of Commerce
- Employee unions
- Homeowners' associations
- News media
- Stakeholders
- Town boards and CPC's
- PTAs and school boards

3. SMART GROWTH AND REDEVELOPMENT GROUP

Issues

- Need for collective awareness: Currently on the Outer Cape, there is not enough community engagement and discussion of smart growth or community vision, specifically a vision for the Outer Cape.
- Need to define the community and then redefine it every year: Each small decision incrementally affects the character of the Outer Cape.
- Define collective vision versus community vision: Need to accommodate different types of communities with different planning outcomes.
- Share "best practices."
- Need to address how can communities grow.
- Need to address affordable housing, water quality and quantity, infill, zoning, environmental considerations, economic and social needs, walkable village centers and transportation.
- Be aware of local interests and NIMBY versus regional resources.
- Be aware of self interest versus public welfare.

Action Plan

- Find a neutral organization to lead the community engagement process.
- Organization in close proximity so that travel is not a burden.
- Could be Cooperative Extension Service (neutral).
- Simplify issues. If you live here, what do you want? Not want? What are losses and gains over the past 5 – 10 years? Is this what you want? Find points of common agreement.
- Use economics and success stories to pull people together.
- Need a convening issue/motivator. Also smart growth (maybe retitled "Community Vision"), economics, and transportation.
- Need to find the new conveners to kindle ideas and energy.
- When the steering committee for the

conference meets again, each organization needs to bring 2 other groups to the meeting.

How to Get People Involved

- Get high school and college students to canvas people in communities to find out what people believe in.
- Use issues that will attract a response (projected school closings, build out scenarios, etc.).
- Identify losses and gains as bullets.
- Keep the message simple and compelling.
- Create a 4-page newsletter.
- Organize get-togethers.
- Create a broad based community planning effort.
- Consider Outer Cape redevelopment planning group with staff and board participation.
- Selectman's Councilors Association meets once a month. Someone should do a presentation to this group.
- Consider the Gateway Community Model.

4. COMMUNITY CHARACTER GROUP

Issues

- Find strategies for regional cooperation on issues related to community and landscape character
- Address shared issues/resources/opportunities
 - Transportation – aesthetic guidelines
 - National Seashore zoning
 - Zoning
 - regional concerns
 - commercial zoning
 - Uncontrolled (and incompatible) development and redevelopment
 - loss of native vegetation
 - viewsheds
 - un-regulated growth impact-water
 - sand roads that are changing to paved roads

Potential Solutions

- Tax tourists more to support local initiatives.
- Zoning and site plan review
- Incentives
- Explore whether NPS has funds to provide technical advice on issues related to community character
- Tax developers and require them to pay for planning.
- Inventory community character elements.
- Develop education program about what community character of Lower Cape is
- Have a community forum to brainstorm about, analyze and describe community character
- Local high school students could lead process to analyze and describe elements of Lower Cape community character; this has been done elsewhere
- Use town meeting for focused discussions of community character.
- Shared local and federal money for enhancing community character
- Explore cultural coast initiative and heritage corridor designation
- Lower Cape Community Character Coalition (arm of/ mirroring Upper Cape Sustainability Center) – partnership like Scenic Hudson Coalition

Action Plan

- Develop a Cape Cod Community Character Coalition, look at Cape Cod Center for Sustainability as a potential model.
- Focus on scenic and social values.
- Regional – Lower Cape towns and Seashore – multiple partners, local organizations.
- First actions:
 1. Assemble group
 2. Build on UMass study to develop a shared understanding of and definition of community character
 3. Inventory community character and threats to it
 4. Research similar initiatives – Gateway Communities Model and Blue Ridge Inventory – find volunteers

PARTICIPANTS

Working Waterfront Session

- Jessica Brown, QLF/Atlantic Center for the Environment (Facilitator)
- John Mullin, UMass Amherst (Resource Lead)
- Bill Burke, Cape Cod NS (Recorder)
- Mary Lee York, UMass Amherst (Recorder)
- Candace Collins-Boden, Provincetown Chamber of Commerce
- Mike Benjamin, Truro Conservation Commission and Assistant Harbormaster
- Nicole Brooks, Environmental Protection Specialist, Cape Cod NS
- Dan Dray, Cape Cod Economic Development Corporation
- Mark Finley, Cape Excursion Boat Owner
- Bob Grant, Supervisory Ranger, Cape Cod NS
- Megan Higgins, Rhode Island Coastal Resources Management Council
- Martin Huey, Provincetown
- Pat Iolavera, NPS Northeast Region, Philadelphia
- Jess Ogden, Student Conservation Association
- Richard Olson, Provincetown Selectman
- George Meservey, Town of Orleans
- Rex McKinsey, Provincetown Pier Manager
- John Portnoy, Ecologist, Cape Cod National Seashore and Wellfleet resident
- Steve Prokop, Chief Ranger, Cape Cod NS
- Mark Simonitsch, Chatham
- Tom Schurch, University of Oklahoma, Dept. of Landscape Architecture
- Henry Christine Silverstein, Sustainable Nantucket
- Henry Stephenson, Tisbury Planning Board, Martha's Vineyard
- Holly Stephenson, Martha's Vineyard
- Stephanie Tuxill, QLF/Atlantic Center for the Environment

Affordable Housing Session

- Jackie Tuxill, Conservation Study Institute (Facilitator)
- Debbie Love, Keith and Schnars, P.A. (Resource Lead)
- Michael Murray, Cape Cod NS (Recorder)
- Annie Harris, NPS Olmsted Center for Landscape Preservation (Recorder)
- Keith Bergman, Town Manager, Provincetown
- Joseph Conlon, Zoning Board of Appeals, Truro
- Kevin Cute, Rhode Island Coastal Resources Management Council
- Richard Delaney, Horsley Witten Group
- Fred Gaechter, Truro Board of Selectmen
- Cheryl Gayle, Lower Cape Cod CDC
- Charleen Greenhalgh, Town of Harwich
- Polly Hemstock, Lower Cape Cod CDC
- Sue Leven, Town of Harwich
- Bill Maurer, Cape Cod NS
- Pam Parmakian, Community Housing Resource, Inc.
- Gwen Pelletier, Lower Cape Cod CDC
- Paul Ruchinskis, Cape Cod Commission
- Laura Shufelt, Cape Cod Commission

Smart Growth and Redevelopment Session

- Nora Mitchell, NPS Conservation Study Institute, VT (Facilitator)
- John Lipman, Chief Planner & Deputy Director, Cape Cod Commission (Resource Lead)
- Lauren McKean, Cape Cod NS (Recorder)
- Margie Coffin Brown, NPS Olmsted Center for Landscape Preservation (Recorder)
- Jack Ahern, UMass Amherst
- Claudia Boesspflug, Babe's Bakery
- Barbara Burbank, Resource Development, Barnstable County
- Nancy Dyer, Babe's Restaurant
- Claire Jantz, Woods Hole Research Center
- Joyce Johnson, Highlands Center, Inc.
- Robb Johnson, The Nature Conservancy
- Rich Joly, Director of Planning, Bedford, MA
- Marla Major, Friends of Acadia, Maine

- Michael Mery, Tomales Bay Watershed Council, CA
- Mirella Newman, Westfield State College, Dept. of Geo & Regional Planning
- Carrie Phillips, Cape Cod National Seashore
- Brian Rosborough, Highlands Center, Inc.
- Liz Sorenson, Areas of Critical Environmental Concern
- Barry Sullivan, Acting Superintendent, Fire Island National Seashore, NY
- Peter Watts, Zoning Board of Appeals, Wellfleet
- Terry Whalen, Planner, Eastham

Community Character and Regionalism Session

- Delia Clark, Conservation Study Institute, VT (Facilitator)
- Suzanne Haley, CCNS(Recorder)
- Laurie Matthews, Olmsted Center for Landscape Preservation (Recorder)
- Regina Binder, Binder Boland Associates
- Ethan Carr, UMass Amherst
- Ansel Chaplin, Truro Planning Board
- Jules Clark, Save Our Sound Alliance to Protect Nantucket Sound
- Chris Colley
- Leonard Cuneo, Friends of Cape Cod National Seashore
- Eric Dray, Provincetown Historical Commission
- Patrick Eleey, Atwood Group Landscape Architecture
- Jessica Erickson, Tufts University
- Janet Freedman, Rhode Island Coastal Resources Management Council
- Glen Garber, UMass Amherst
- Suzanne Grout Thomas, Wellfleet
- Meredith Harr, The Island Institute
- Martha Hevenor, Cape Cod Commission
- Sarah Korjeff, Cape Cod Commission
- Mark London, Martha's Vineyard Commission
- Hajime Matshushima, UMass Amherst
- Harriet Miller, Wellfleet Planning Board
- Hope Morrill, CCNS
- Sue Moynihan, CCNS

- Dennis O'Connell, Wellfleet Planning Board
- Jessica Ogden, Student Conservation Association
- Robert Page, NPS Olmsted Center for Landscape Preservation
- Sarah Peskin, National Park Service
- Rex Peterson, Town of Wellfleet
- Barbara Rushmore, Provincetown Visitors Service Board
- Chuck Steinman, Truro Historical Commission
- John Thomas, Provincetown
- Jeanne Van Orman, Places
- Norma Williams, American Society of Landscape Architects

VII. HELPFUL RESOURCES

A WEB HANDBOOK ON COMMUNITY ENGAGEMENT

Success Stories from the Field: Community Engagement Tools

Associated with the Endless Summer conference, the Conservation Study Institute and its partner, the Quebec-Labrador Foundation (QLF)/Atlantic Center for the Environment, is creating a web-based handbook that describes methodologies used to engage communities in stewardship of landscapes, associated natural and cultural heritage, and community character. The focus is on communities near public lands and other protected areas.

The five methodologies and “success stories” presented in the handbook draw directly from the Endless Summer Conference and the experiences of the conference presenters and organizers as well as several other participating organizations. The handbook will make these available to a wider audience, providing park managers and communities in other settings and regions with an opportunity to learn from the experiences of others and to choose among community engagement process that works for them.

The community engagement methodologies and associated “success stories” are summarized briefly on the next page. The handbook presents these in a case study format, describing the general context of the setting, the methodology or process used, the outcomes or products, and the key success factors. The handbook will also identify and discuss cross-cutting themes, success factors, and lessons learned.

The end result will be a web-based document that brings this set of case studies on community engagement together in one place and provides discussion and analysis of successful methodologies that contribute to the stewardship of communities and protected areas. We hope it will serve as a catalyst to encourage and guide park managers and communities to design a process that fits their situation. The handbook will include a form for feedback, encouraging those who use it to contact us to let us know what they were able to accomplish.

Contacts:

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Woodstock, VT 05091
802-457-3368

QLF/Atlantic Center for the Environment
55 South Main Street
Ipswich, MA 01938
978-356-0038

Table 1. Case Studies of Community Engagement in Web-based Handbook

Case Study	Location	Public Lands	Focus
Mount Desert Island (MDI) Tomorrow	Maine	Acadia National Park	Dialogue and action planning; broad focus on community issues (housing, transportation, youth, health, economy, and community character)
St. Croix National Scenic Riverway	Minnesota, Wisconsin	St. Croix Scenic Riverway	Coordinated regional/community approach; protecting natural, scenic, and cultural assets
Tomales Bay Watershed Council	California	Point Reyes National Seashore	Coordinated watershed management (concerns about water quality and landscape character); joint fact-finding and citizen data collection
Middle Keys Community Land Trust	Florida	Florida Keys National Marine Sanctuary	Affordable housing for the local/regional workforce; community education (engaging multiple stakeholders) on the need for affordable housing
Cape Cod Conference on Landscape Character	Massachusetts	Cape Cod National Seashore	Promoting local dialogue and action; issues of community character, affordable housing, Smart Growth and redevelopment, and working waterfronts

The handbook will be completed by autumn 2005, and will be available through a link on the Conservation Study Institute website at: <http://www.nps.gov/csi>

THE GATEWAY COMMUNITIES LEADERSHIP PROGRAM

WHAT IS A GATEWAY COMMUNITY?

Gateway communities are towns and cities that border on America's magnificent national and state parks, forests, wildlife refuges, historic sites, wilderness lands, and other public lands. They are inextricably linked to their public land neighbors by their proximity and shared landscape and resources. They increasingly face development pressures from tourism and population shifts to rural areas as people seek a high quality of life.

WHAT IS THE GATEWAY COMMUNITY LEADERSHIP PROGRAM?

The Gateway Community Leadership Program (GCLP) is a multi-dimensional training and assistance program that brings community leaders and public land managers together to explore creative opportunities for collaboration through shared learning and dialogue. The Program provides practical tools and effective strategies to help communities and their neighboring public lands protect natural resources, preserve local character, and support economic growth through collaboration and partnership. GCLP courses and workshops encourage an active exchange of ideas among diverse interests and foster a deeper understanding and appreciation of “place.”

The goal of the GCLP program is to build the capacity of public land managers and gateway communities to collaboratively identify and address gateway and adjacent land issues through place-based partnership initiatives. Cooperative gateway community planning done in advance of park and community planning can help save money, provide additional revenues to nearby communities, improve the overall visitor experience, and preserve the unique “sense of place” that encompasses both public and private lands.

The program is led by The Conservation Fund and the National Park Service's Conservation Study Institute, in partnership with the U.S. Fish and Wildlife Service and the Sonoran Institute. Recognizing the importance of shaping collaborative strategies for addressing common issues and building relationships, GCLP training programs use a public land/community “team”-based approach. Participants attend training programs in teams composed of representatives from local municipalities, federal land management agencies, and local nonprofit organizations and interested individuals. Throughout the training, teams work together to craft strategies that can be implemented in their regions, learning from both expert instructors and other teams facing similar problems.

In addition to its training courses, the Gateway Community Program develops education resources, customized regional workshops, publications, case study videos, and provides technical assistance to emerging and existing partnerships. Community-based training programs, including Community Dialogue Forums, Community Vision-to-Action workshops, Place-Based Education workshops, and Strategic Conservation Planning workshops are also available upon request.

WHO IS THE PROGRAM'S TARGET AUDIENCE?

The Gateway Communities Program is aimed at land managers, local elected officials, planners, business owners, land trust or conservation organization representatives, tourism representatives, and other interested citizens.

WHERE CAN I GET MORE INFORMATION?

The Conservation Fund

<http://www.conservationfund.org>

The Conservation Fund forges partnerships to protect America's legacy of land and water resources. Through land acquisition, sustainable programs, and leadership training, the Fund and its partners demonstrate effective conservation solutions emphasizing the integration of economic and environmental goals. The Fund is a part of the Conservation Leadership Network, a strategic alliance of non-governmental and governmental partners dedicated to building the capacity of professionals and organizations committed to natural resources conservation. Its website offers information on leadership training courses and workshops.

The Conservation Study Institute

<http://www.nps.gov/csi>

The Conservation Study Institute was established by the National Park Service (NPS) to help the agency and its partners stay in touch with the evolving field of conservation and develop more sophisticated partnerships and new tools and strategies. The institute's approach is founded on collaborative leadership and community-based conservation, and emphasizes the role of people in stewardship. The institute provides a forum for the NPS, the conservation community, and the public to discuss conservation history, contemporary issues and practice, and future directions for the field. A listing of publications and conservation resources is available online.

The National Conservation Training Center

<http://training.fws.gov>

The National Conservation Training Center trains and educates natural resource managers to accomplish our common goal of conserving fish, wildlife, plants, and their habitats. Its website offers information on a diverse range of conservation training courses, designed by and for the conservation professional. The Training Center is part of the Conservation Leadership Network.

The Sonoran Institute

<http://www.sonoran.org>

The Sonoran Institute works with communities in western North America to conserve and restore important natural landscapes, including their wildlife and cultural values. The institute's efforts create lasting benefits, including healthy landscapes and vibrant livable communities that embrace conservation as an integral element of their economies and quality of life.

**WHO DO I CONTACT ABOUT THE GATEWAY COMMUNITIES
LEADERSHIP PROGRAM?**

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THE COMMUNITY PRESERVATION ACT

The Community Preservation Act (CPA) is statewide enabling legislation to allow cities and towns to exercise control over local planning decisions. It is a tool to help communities preserve open space and historic sites, and create affordable housing and recreational facilities

This legislation strengthens and empowers Massachusetts communities:

- All decisions are local.
- Local people must vote by ballot to adopt the Act.
- Local legislatures must appoint a committee of people to draw up plans for use of the funds.
- These plans are subject to local comment and approval.
- If residents don't feel the CPA is working as they expected, they can repeal it.

The Community Preservation Act provides new funding sources which can be used to address three core community concerns:

- Acquisition and preservation of open space
- Creation and support of affordable housing
- Acquisition and preservation of historic buildings and landscapes

A minimum of 10 percent of the annual revenues of the fund must be used for each of the three core community concerns. The remaining 70 percent can be allocated for any combination of the allowed uses, or for land for recreational use. This gives each community the opportunity to determine its priorities, plan for its future, and have the funds to make those plans happen.

Property taxes traditionally fund the day-to-day operating needs of safety, health, schools, roads, maintenance and more. But until the CPA, there was no steady funding source for preserving and improving a community's infrastructure. The Community Preservation Act can give a community the funds needed to control its future.

For more information:

Massachusetts Community Preservation Act
<http://www.communitypreservation.org>

Massachusetts EOEI Community Preservation Initiative
<http://commpres.env.state.ma.us>

CHAPTER 40B

Chapter 40B is a state statute, which enables local Zoning Boards of Appeals (ZBAs) to approve affordable housing developments under flexible rules if at least 20-25 percent of the units have long-term affordability restrictions. Also known as the Comprehensive Permit Law, Chapter 40B was enacted in 1969 to help address the shortage of affordable housing statewide by reducing unnecessary barriers created by local approval processes, local zoning, and other restrictions.

Its goal is to encourage the production of affordable housing in all communities throughout the Commonwealth. In most 40B developments, the production of the market rate units subsidizes the reduced prices of the affordable units. Chapter 40B encourages the production of affordable housing units at little or no cost to the state or federal government.

Who is Served by Chapter 40B Housing Developments?

In most cases today, Chapter 40B developments are communities with market rate and affordable homes, apartments or condominiums. The market rate units often serve middle-income singles, seniors and families who make between 100 percent and 150 percent of the area median income.

The affordable apartments/condominium and homes are reserved for seniors or families who make less than 80 percent of median household income for the area. Most of the residents in the affordable apartments and homes earn less than \$50,000 per year.

How Does a Development Qualify Under Chapter 40B?

To qualify for Chapter 40B, a development proposal must first be approved under a state or federal housing program, such as MassHousing, MassDevelopment, the Department of Housing and Community Development, or the U.S. Department of Housing and Urban Development. At least 25 percent of the units must be affordable to lower income households who earn no more than 80 percent of the area median income (Alternatively, the project can provide 20 percent of the units to households below 50 percent of median income). Towns are allowed to establish a local preference for residents. Developers (whether for-profit or nonprofit) must also agree to restrict their profit to a maximum of 20 percent).

For more information:

Massachusetts Housing Partnership Fund: 40B Technical Assistance
http://www.mhp.net/community/chapter_40b.php

Department of Housing and Community Development: Chapter 40B
<http://www.mass.gov/dhcd/Ch40B/Default.htm>

VIII. SPONSORS AND COSPONSORS

Endless Summer Conference

Sponsors and Cosponsors

CONFERENCE SPONSORS

The following organizations worked together to form the conference planning team and led steering committee meetings with cosponsors:

Cape Cod National Seashore

Cape Cod National Seashore comprises 43,604 acres of shoreline and upland landscape features that is spread across six towns of the Outer Cape: Chatham, Orleans, Eastham, Wellfleet, Truro and Provincetown. The Seashore contains a forty-mile long stretch of pristine sandy beach, dozens of clear, deep, freshwater kettle ponds, and upland scenes that depict evidence of how people have used the land. A variety of historic structures are within the boundary of the Seashore, including lighthouses, a lifesaving station, and numerous Cape Cod style houses. The Seashore offers six swimming beaches, eleven self-guiding nature trails, and a variety of picnic areas and scenic overlooks. The enabling legislation for the park refers to the goal of preserving the way of life or “culture” established and maintained by the people who have lived and are living on the Outer Cape. As stated in the park’s 1998 General Management Plan (GMP), the variety of Cape Cod’s resources, and the many ways in which people experience these resources, are the keys to its charm. But protecting the resources and at the same time providing for their continued use present significant challenges for all residents and land managers on the Cape.

NPS Olmsted Center for Landscape Preservation

Established in 1992, the Olmsted Center for Landscape Preservation promotes the stewardship of significant landscapes through

research, planning, and sustainable preservation maintenance. Based at the Frederick Law Olmsted National Historic Site, the Center perpetuates the traditions of the Olmsted offices and Frederick Law Olmsted’s lifelong commitment to people, parks, and public spaces. As part of the National Park Service mission to provide technical assistance to national parks and other historic property managers, the Olmsted Center applies expertise in horticulture, landscape architecture, and history to the preservation of cultural landscapes.

The Conservation Study Institute

The Conservation Study Institute was established by the National Park Service (NPS) to help the agency and its partners stay in touch with the evolving field of conservation and develop more sophisticated partnerships and new tools and strategies. The institute’s approach is founded on collaborative leadership and community-based conservation, and emphasizes the role of people in stewardship. The institute provides a forum for the NPS, the conservation community, and the public to discuss conservation history, contemporary issues and practice, and future directions for the field. A listing of publications and conservation resources is available online.

University of Massachusetts

Faculty and Students at the University of Massachusetts Amherst from both the Department of Landscape Architecture and Regional Planning and Department of History have been actively involved in planning the conference. A research team from UMass recently completed the report, *People and Places on the Outer Cape: A Landscape Character Study* (2004).

CONFERENCE COSPONSORS

The following organizations have participated in the Conference Steering Committee which shaped the goals, format and desired outcome. Several cosponsors also have assisted with coordinating field sessions.

Cape Cod Business Roundtable

The Cape Cod Business Roundtable is a group of 28 civic leaders who meet regularly to address regional issues. The Roundtable is based on the belief that people from diverse backgrounds, possessing different talents and viewpoints, can bring a fresh collaborative perspective to the search for workable solutions to issues that affect our quality of life. During the past few years the Business Roundtable has focused its efforts on managing growth on Cape Cod in the new century.

Cape Cod Chamber of Commerce

Cape Cod has a long-standing tradition of being a great place to run a “home-grown” business. Perhaps it’s due to the Cape’s unique geographic location and small town atmosphere, or maybe it’s just the old Yankee spirit that still thrives in today’s modern Cape Cod entrepreneur. Whatever the reasons, 95% of all Cape Cod’s businesses are, by definition, small businesses. Whatever your need, you can find the business or service on Cape Cod.

Cape Cod Commission

The Cape Cod Commission was created in 1990 by an Act of the Massachusetts General Court and confirmed by a majority of Barnstable County voters. The Commission was established as a regional planning and regulatory agency to prepare and implement a regional land use policy plan for all of Cape Cod, review and regulate Developments of Regional Impact, and recommend designation of certain areas as Districts of Critical Planning Concern. The Commission is made up of 19 members representing each of Barnstable County’s 15 towns as well as the County Commissioners, minorities,

Native Americans, and a governor’s appointee. They are citizen volunteers who guide a professional staff to plan for Cape Cod’s future growth, provide technical assistance to towns, review and vote on major developments and act as the Commission’s liaison to their communities. The Commission’s work is divided into three major areas: planning, technical assistance, and regulation.

Cape Cod Economic Development Council

The Cape Cod Economic Development Council (EDC) is an advisory council created by Barnstable County for the purpose of establishing a voice in regional economic development. The EDC operates with a full-time administrator and fourteen volunteer Council members. The EDC’s mission is geared toward strengthening the year-round economy on Cape Cod. To achieve this mission, the EDC employs a broad based strategy targeting economic opportunity for residents of Barnstable County through support for K-12 education, promotion of education as an industry, implementation of skills training programs for both youth and adults, and collaborative activities that can help transform Cape Cod into a “learning community.” Complementary activities in the areas of affordable housing, child care and workforce development are also given strong support by the EDC. The goal of the Cape Cod Economic Development Council is to improve the quality of life for all residents of Barnstable County by fostering public policies and financing, through grants, activities that lead to a healthy year-round economy compatible with the Cape’s culture and environment.

Highlands Center Incorporated

Highlands Center, Inc. (HCI) is the first official partner under a fund raising agreement with the NPS for the Highlands Center at Cape Cod National Seashore. We are a non-profit organization whose mission is to raise funds for redevelopment of the Highlands Center as a multi-use non-profit facility. The mission of the Highlands Centers is to foster the unique

cultural and natural heritage of Cape Cod by facilitating scientific research, the arts tradition, and education programs atop the dramatic sea cliffs of Cape Cod National Seashore.

Lower Cape Cod Community Development Corporation

The Lower Cape Cod CDC was created in 1992 by a group of interested community residents and leaders who saw the need for a nonprofit agency to focus on affordable housing and economic development for the eight towns commonly referred to as the Lower Cape. Since its inception in 1992, the Lower Cape Cod CDC has gradually built the two focus areas of its mission. The Lower Cape Cod Community Development Corporation empowers local individuals and organizations to become self-sufficient, enhancing the Lower Cape community character and quality of life in an environmentally sound manner. The CDC is known for its extensive affordable housing programs and technical assistance and loan programs for micro businesses. Since 1994, it has helped provide stable year-round housing for more than 300 people through its own rental program, the Housing Rehabilitation Program and home-ownership programs. Since 1994 it has made loans of more than \$1,500,000 to micro businesses and provided technical assistance to more than 550 businesses.

Massachusetts Bays Estuary Program

The mission of the Massachusetts Bays Program, a designated National Estuary Program, is to foster a partnership of citizens, communities, and government that strives to protect and enhance the coastal health and heritage of Massachusetts and Cape Cod Bays. The National Estuary Program (NEP) is sponsored by the EPA and was established in 1988 to identify nationally-significant estuaries threatened by pollution, development, or overuse, and create comprehensive management plans to ensure their ecological integrity. There are 28 NEPs in the county, and are administered by the Massachusetts Office of Coastal Zone Management.

Orleans Chamber of Commerce

Located on the Outer Cape, Orleans is nestled between spectacular Nauset Beach on the Atlantic and tranquil Skaket Beach on Cape Cod Bay, Orleans offers something for everyone. Orleans has a quaint town center, a historic district with museums and live theater performances. The town's shores and forests provide a whole range of outdoor sports including fishing, boating, swimming, and biking.

QLF/Atlantic Center for the Environment

QLF Atlantic Center for the Environment is a US/Canadian non-governmental organization based in Ipswich, Massachusetts. Its mission is to support the rural communities and environment of eastern Canada and New England, while creating models for stewardship of natural resources and cultural heritage.

Provincetown Chamber of Commerce

Provincetown Chamber of Commerce encourages and promotes the civic, commercial, and social betterment of the Town of Provincetown for residents and visitors.

Association to Preserve Cape Cod

APCC is a 5,500-member organization that promotes policies and programs that foster the preservation of the natural resources of Cape Cod. APCC's goals are to Preserve open space, protect water resources, promote responsible, planned growth, and achieve an environmental ethic.

Town of Provincetown

Situated on the northern tip of Cape Cod, Provincetown is bordered by Truro on the east and surrounded by the Atlantic Ocean on all other sides. It is 49 miles north of Hyannis, 78 miles east of Plymouth, 114 miles southeast of Boston. Provincetown was incorporated in 1727, but its history begins much earlier since its well-protected harbor offered excellent protection from storms. By the middle of the 19th century, Provincetown had developed as the prime maritime, fishing and commercial

center of the Cape. Poets, novelists, journalists, socialists, radicals and dilettantes formed a colony, and in 1915 opened the Provincetown Players. In the 1920's the artistic and literary productions of the town became internationally famous and many studios, galleries and shops were built. Today, with a year round population of 3,400, Provincetown has a wealth of preserved historic buildings and the lure of the sea to support its huge tourist and summer home industry.

Town of Truro

Truro is a small, rural community of lower Cape Cod in southeastern Massachusetts, at the "wrist" of Cape Cod. The Atlantic Ocean, Wellfleet, the Cape Cod Bay and Provincetown border this quaint town of slightly over 2000 year round residents. It is 37 miles north of Hyannis and 106 miles southeast of Boston. Truro possesses beautiful beaches on Cape Cod Bay and magnificent beaches on the Atlantic Ocean. Truro's beaches, dunes and landscape of rolling hills are an attraction to tourists and vacationers. The permanent population includes fishermen, tradesmen and an ever growing number of retirees. The town is home of the famous Cape Cod Light, Cape Cod's oldest lighthouse, which was first erected in 1797 and replaced by the current structure in 1857. It is in Truro that the Pilgrims from the Mayflower found a spring from which they drew their first drink of water in the new land, and where they found the cache of Indian corn that saved them from starvation. With over half of its land area within the Cape Cod National Seashore District, Truro residents are dedicated to preserving the special character of this seashore community.

Town of Eastham

Eastham is located in southeastern Massachusetts, on the forearm of Cape Cod, about 25 miles east of Hyannis and 92 miles southeast of Boston. It is a coastal community of nearly 5,453 yearlong residents, bounded on only two sides by land, the other two by the Atlantic

Ocean and Cape Cod Bay. The town has several harbors and abundant shellfish, which is probably what brought early settlers from the Plymouth Colony. The settlers' economy was based on agriculture, fishing and salt making, but Eastham's summer resort history began as early as 1830 when the Methodist Church established a summer camp meeting ground in town. The town's harbors were not as good as those of other communities in the area, so agriculture remained more important to the town in the 19th century than did maritime trades.

SUPPORTERS

The following organizations have contributed funds to support conference speakers and logistics as well as administrative assistance:

Eastern National

Eastern National is a key education partner to Cape Cod National Seashore. The organization provides retail outlets in both park visitor centers that contain educational and interpretive items designed to support understanding of Cape Cod National Seashore's resources, themes and stories. Proceeds from sales, as well as grants to the seashore, support important research, and educational, natural and cultural resource projects. Chartered in 1948, the organization operates as a partner in more than 130 national parks and other public trusts from Maine to the Caribbean. Their work provides significant support sound educational and park management activities.

Friends of the Cape Cod National Seashore

Friends of the Cape Cod National Seashore (Friends) is a non-profit organization of caring individuals who have a very special love and respect for Cape Cod National Seashore. The group's purpose is to support and enhance public enjoyment of the seashore and to assist with the protection of park resources. Friends funds important environmental, historical, educational, and recreational projects and programs. Examples include restoration of the

Pamet Cranberry Bog House in Truro, rehabilitation of visitor facilities at the Marconi Station Site, Adopt-a-Trail activities, support of annual symposia and other resource-focused presentations, and public programming such as beach campfires and band concerts. The group's ability to raise funds and solicit volunteers leverages both the park's dollar and human resource power. Friends also manages several special funds that contribute to important educational, archival and research projects at the Seashore.