

Wellfleet Local Comprehensive Plan Update



Prepared By The
Local Comprehensive
Planning Committee

Paul Pilcher
Barbara E. Gray
Paul Banner
Sheila Lyons

Rex Peterson
Assistant Town Administrator

February 2008



Table of Contents

Overview	3
Cape Cod Commission	3
County Commissioners and Assembly of Delegates	3
Update of the Local Comprehensive Plan	4
Process and Format	4
Definitions and Terminology	4
Community Preservation Act, Cape Cod Land Bank	5
Acknowledgements	6
History of Wellfleet's Development	8
Executive Summary	10
Introduction	12
Stewardship of a Coastal Village	12
Protect our Natural Resources	13
Protect our Historic Resources	13
Affordable Community Housing	13
Economic Development and Growth	13
Section 1 – Land Use	16
Approaching Buildout	16
Town-owned Land within the CCNS	17
Revitalization of Downtown	19
Development Along the Route 6 Corridor	19
Historic Landscape Preservation	20
The Dark Wellfleet Sky and Scenic Roads	21
Scenic Views	21
Section 2 – Natural Resources	
Groundwater, Ponds; Wellfleet Harbor and Beaches	24
Regulations and Protection	24
Wellfleet Harbor and ACEC	24
Beach Renourishment	25
Municipal Water and Septic	26
Section 2A – Herring River Restoration	31
Section 3 – Open Space	35
Cape Cod Land Bank	35
Wellfleet Conservation Trust	36
Open Space Committee	36
Open Space and Recreation Plan	36
Management Needs and Potential Change of Use	36
Conservation Restrictions	37
Section 4 – Economic Development	40



Section 5 – Community Facilities and Resources	43
Police Department	43
Emergency Response	43
Fire Department	44
Public School Facilities and Resources	46
Recreation	49
Transportation and Roads	51
Wellfleet Public Library	53
Communications and Technology	54
Senior Center (COA Facility)	55
Section 6 – Community Housing	56
Section 7 – Historic Preservation and Community Character	62
Section 8 – Human and Health Services and Resources	65
Human Services and Resources	65
Health Services and Resources	68
Section 9 – Harbor and Marina	72
Section 10 – Alternative Energy and Energy Conservation	76
Section 11 – Plan Context	82
A Picture of Wellfleet – and a Comparison With Our Neighbors	82
Wellfleet Town Governance	85



Overview

This Plan is created pursuant to a mandate from the Cape Cod Commission that each town engages in a comprehensive planning process every five years. Members of our Committee are appointed by the Wellfleet Board of Selectmen on an annual basis.

Cape Cod Commission

Representation on the Cape Cod Commission provides each Cape Cod town with opportunities to participate in setting regional policy and to advocate for the town's interests in land use planning and regulatory matters at regional, state, and federal levels. The Cape Cod Commission provides services and coordinates activities in:

- planning and community development;
- affordable housing;
- transportation;
- water and coastal resources;
- geographic information systems; and
- waste management

The Cape Cod Commission also reviews and regulates Developments of Regional Impact (DRIs); recommends designation of Districts of Critical Planning Concern (DCPCs) that allow communities to protect resources of significant regional value; and prepares and oversees the implementation of the Regional Policy Plan, the set of planning policies and objectives that guide development on Cape Cod.

County Commissioners and Assembly of Delegates

The three-member board of County Commissioners is the executive arm of county government. Responsibilities include the direction of county agencies, preparation of budgets to the Assembly of Delegates and the Advisory Board on County Expenditures, care of county property, supervision of revenue collection and disbursement of funds, reporting on administrative and financial conditions of the county and appointment of the county administrator. The commissioners are elected county wide on a partisan basis for four-year, staggered terms and receive an annual stipend of \$14,000.

All legislative powers of the county are vested solely in Assembly of Delegates, the 15-member legislative branch. The acts of the Assembly are promulgated through the adoption of ordinances, including approval of the annual county budget. Delegates are elected on a non-partisan basis from each town to two year terms, ending in even years. Delegates receive no compensation. The vote of each assembly delegate is proportionate to the percentage of total county population of his/her member town. Although percentages vary, it is the delegates' ability to build consensus on issues that help push the final vote.

The Assembly meets the first and third Wednesday of each month. The Wellfleet delegate's single vote weighs 1.25% percent of every vote cast. The percentages are based on federal census figures and will change with the next census in 2010.



Update of the Local Comprehensive Plan

This document is an update of the 1995 Wellfleet Local Comprehensive Plan. While it is designed to be comprehensive, it is not "exhaustive". In making that distinction we have chosen to be selective in issues we updated, rather than attempting to make a complete list of all issues which may face the Town. In so doing we hope to focus attention upon issues critical for decision within the next 5-10 years.

A complete list of the goals (action items) from the 1995 Local Comprehensive Plan and actions taken to date is included in the Appendix section under 1995 Goals Matrix.

We realize this approach departs from the conventional Comprehensive Plan, but we hope by so doing we will produce an action document which is readable and not overburdened with detail. Our aim is to identify issues and point the way, rather than necessarily provide solutions.

Process and Format

Over the course of the past two years we have met with dozens of individuals and town officials, and solicited input from a wide range of town committees. While this Plan often reflects their thinking, all conclusions are, in the final analysis, the considered judgment of our Committee. Our role is to synthesize and coordinate findings of many different areas.

Within each section, we attempt to highlight and make clear those goals which are of high priority. For every objective, we have listed those committees or groups responsible for implementation.

Please note that where multiple groups are cited for "Responsibility" for a goal, the group listed first and/or in bold is deemed to have primary responsibility.

Finally all documents referred to as "Appendices" can be found with the version of this Update at the Library, Town Hall or on the Town website, www.wellfleetma.org.

Definitions and Terminology

Affordable, Community & Workforce Housing: Dwelling units available at a cost of no more than 30% of gross household income to households at or below 80% of the county median income as reported by the US Department of Housing and Urban Development (HUD), including units listed under MGL c. 40B and the State's Local Initiative Program. Additional terms such as "community housing" or "workforce housing" include affordable housing, but may also include housing for households with incomes exceeding the 80% threshold.

Archeological Site: Any area where artifacts, remains or any other evidence of a historical or pre-historical nature of 100 years old or more are found below or on the surface of the earth. These artifacts must have archeological significance as determined by the Massachusetts



Historical Commission or other knowledgeable persons or agencies. Artifacts may include, but are not limited to: objects of antiquity, Native American, colonial or industrial relics or fossils.

Area of Critical Environmental Concern (ACEC): Formal recognition by the Commonwealth of Massachusetts of the importance of preserving the integrity of an area to ensure that future activities will maintain the highest environmental quality standards so as to protect the area's extensive and irreplaceable resources. The Wellfleet Harbor ACEC includes the Harbor and the areas along its shoreline, all of the Herring River and its headwater ponds, and all of the Cape Cod National Seashore on the westerly side of the Herring River (thus including the Cape Cod Bay shoreline from Eastham to Truro).

Cluster Development: A form of development that permits a reduction in lot area requirements, frontage and setbacks to allow development on the more appropriate portions of a parcel of land in return for provision of a compensatory amount of permanently protected open space with the property subject to a development application.

Community Preservation Act (CPA), Community Preservation Committee (CPC) and Cape Cod Land Bank

Included in this plan are frequent references to the Community Preservation Act (CPA). Wellfleet signed on to this state program in 2006; it replaces the former Land Bank which for years helped generate significant funds for acquisition of Open Space. Both funds are derived from a 3% surcharge on property taxes.

The CPA provides funding for the following purposes:

affordable housing
historic preservation & resources
open space
recreation

Of the annual allocation, 10% is reserved for support of affordable housing, 10% for historic resources and 10% for open space. The remaining 70% is available for any of the foregoing needs. Groups or individuals may submit proposals to Wellfleet's Community Preservation Committee (CPC), a volunteer group appointed by the Selectmen. The CPC Committee reviews and recommends proposals for funding to Town Meeting which has final authority. In 2007 a total of \$620,000 in CPA funding is anticipated for Wellfleet.



Acknowledgments

The Local Comprehensive Planning Committee (LCPC) would like to thank the following individuals and groups for their participation and input into the planning process:

Robert Hubby, Chair, Open Space Committee
Members of the Open Space Committee
Henry Tuttle, Executive Director, Outer Cape Health Services
Elizabeth Bridgewater, Executive Director, Lower Cape CDC
Jacqui Wildes Beebe, Chair, Board of Selectmen
Suzanne Grout Thomas, Director, Council on Aging
Daniel Silverman, Fire Chief
Richard Rosenthal, Police Chief
Elaine McIlroy, Library Director
Hillary Greenberg, Health and Conservation Agent
Michael Flanagan, Harbormaster
Michael May, Assistant Harbormaster
Mary Rogers, Contributions to the History Section
John Riehl, Chair, Natural Resources Advisory Board
James Sexton, Alternative Energy Committee
Janet Erickson, Historical Committee
Helen Purcell, Historical Society
Mark Berry, Contributions to the Municipal Water Section
Ned Hitchcock, Contributions to the Waste Water and Alternative Energy Sections
Terry Gips, Contributions to the Waste Water and Alternative Energy Sections
Members of the Marina Advisory Committee
Members of the Shellfish Advisory Committee
Members of the Recreation Committee
Members of the Board of Water Commissioners
Steve Brown, Commonwealth Solutions
Warren Smith, Barnstable County Department of Human Services
Alan Platt, Cape Cod Commission Representative
John Lipman, Cape Cod Commission
Ryan Christenberry, Cape Cod Commission
Gary Prahm and the GIS Department, Cape Cod Commission
Stacey Justus, Cape Cod Commission
Dorothy Altman, Nonresident Taxpayers Association
Rebecca Rosenberg, Recreation Director
Wellfleet Elementary School Committee
Jan Plaue, School Committee Chair
Gordon Peabody, Safe Harbor
Emily EH Beebe, RS
Curt Felix, Wellfleet Group LLC



The Local Comprehensive Planning Committee wishes to acknowledge the service of the following as past members of the LCPC:

**Dennis O'Connell, Planning Board
Benjamin Gitlow, Planning Board
Charles W. Mulligan, Historical Commission
Lezli Rowell, Board of Health
Alex Hay, Board of Health
Trevor Pontbriand, Zoning Board of Appeals
Birgitta Olson, Housing Authority
Alan Platt, Cape Cod Commission Representative
Bill Knittle, Board of Health
Harriet Miller, Planning Board, Local Housing Partnership**



History of Wellfleet's Development

The first inhabitants of Wellfleet were Native Americans known as the Punanokanits. Archeological sites yield artifacts that reveal the Native Americans hunted, fished our shores and farmed the land. Pilgrims obtained seed corn from them, and early records indicate that the white man learned the art of whaling from them. Their numbers diminished; by 1620 only about 100 Punanokanits lived throughout Wellfleet, and by 1802 reference is made to “the last Indian in Wellfleet”, Delilah Roach.

The area now within the limits of Wellfleet was originally part of the grant by the Court of New Plymouth to “those that goe to dwell at Nossett” (Eastham) made in 1644, and later extended in 1654 and 1674 to include virtually all of the Outer Cape. Sometime before 1644 the colonists of Plymouth and Duxbury apparently discovered rich fishing grounds in what is now Wellfleet Harbor and began to refer to the entire area surrounding these waters as “Billingsgate”, after the famous London fish market. The first permanent settlement in this area was probably in the 1650's, and the number of dispersed dwelling houses slowly increased thereafter.

By the second decade of the eighteenth century the inhabitants of the “hamlet of Billingsgate” began to think of establishing themselves as a separate town. The first cemetery, located on Chequessett Neck, had been established and next to it a small meetinghouse had been built in which a lay preacher conducted services.. In 1763 the General Court established the North Precinct as a separate district to be known as Wellfleet. Although there is no Town of Wellfleet in England, the leaders of the new community had hopes that the sales of local shellfish might profit by association or confusion with the then famous Wellfleet oysters produced in the eastern waters of England. Twelve years later the revolutionary General Court converted all districts in the Commonwealth into townships and thus, at last, the Town of Wellfleet came into existence.

Although only 8 miles long and an average of 3 miles wide, Wellfleet rapidly grew into prominence. The economy of Wellfleet during the three hundred and forty years of its history has passed through three successive and overlapping stages: farming, fishing, and commerce and services fueled largely by retirees, non-resident homeowners and tourists.

In the 1650's, the first settlers began to clear the land for subsistence farming, and mowing salt hay on the meadows surrounding the harbor. However, the Outer Cape could support only a small population by agriculture alone, and the narrow strip of forest between the bay and the back shore could not supply the necessary firewood and lumber for construction and shipbuilding. The sandy soil, when stripped of vegetation, was eroded by the wind into sterile dunes; this was realized in the eighteenth century when excessive defoliation was followed by overgrazing. Some agriculture continued, however, with modest production of rye, corn, livestock, asparagus and cranberries, but in declining amounts.

Even before the first settlers arrived, Wellfleet Harbor was known for its abundance of fish and oysters, and by 1707 whaling had become a thriving industry with a fleet of ships which cruised as far as the coasts of Africa. This brought great wealth to the town. All this prosperity came to a



sudden halt during the Revolution when the British blockade condemned ships of the fleet to rot at their moorings. After the war, lack of capital to replace the great whaling fleet ended Wellfleet's glory as a whaling port forever. However, fishing began to flourish, and by the nineteenth century Wellfleet had become one of the leading fishing ports in Massachusetts. This activity caused an agglomeration of houses, stores and businesses along Commercial Street. By the 1830's the establishment of a bank, insurance companies, five wharves, ship chandlers, sail makers, ship yards etc. spread from the harbor to form the town's Central District. At the same time the local shell fishermen were shipping in oysters from Buzzards Bay, Connecticut and the Chesapeake, planting them in the harbor to pick up the famous Wellfleet flavor, and reharvesting them for the Boston market.

The annual licensing of the abundant herring fishery in the Herring River produced enough income to pay all town employees at the turn of the century. After the Herring River Dike was built in 1908 the once prolific run diminished.

The mackerel fishery began to decline around 1880, and by 1900 not a single fishing schooner was sailing from Wellfleet Harbor. The shellfish industry remained active, however, and although it was no longer profitable to transplant oysters in large quantities, the production of native oysters gradually increased. Oyster shacks, little houses on stilts along Duck Creek, were built for crews to shuck oysters, store and repair the equipment and gather for conversation. Cap'n Higgins Spit and Chatter Club, until it was moved across Commercial Street to become a restaurant in 1959, was the last oyster shack in use. The harvests of oysters, quahogs, soft-shell clams, bay scallops, and sea scallops have fluctuated widely from year to year, but on the average have remained an important part of the town's economy.

Although a certain number of people from the Boston area had summer homes in Wellfleet in the nineteenth century, the first significant development of the tourist industry began after the turn of the century when L.D. Baker constructed the Chequessett Inn on the pilings of the abandoned Mercantile Wharf. The decline in prosperity and population which had begun in the last quarter of the nineteenth century was reversed. However, this growth was slowed by the Depression and was modest until after World War II and the construction of the Mid-Cape Highway.

An event which has had a dramatic impact on the preservation of Wellfleet's character in the face of burgeoning growth elsewhere on Cape Cod was the establishment in 1961 of the Cape Cod National Seashore. The Seashore's designated boundary includes about 8,000 acres in the Town of Wellfleet, representing about 61 per cent of the Town's 13,100 acre total area. Large areas of important Wellfleet ecosystems like the kettle ponds and Herring River basin, are at least partially under the land management policies and guidelines of the National Park Service, and therefore benefit from the resource protection objectives of the National Seashore.

A corollary of this situation is that almost all new development that has occurred in the past 45 years has taken place in areas close to the Town's traditional concentrations of residential and commercial development. The existence of the National Seashore has thereby helped Wellfleet to reinforce its traditional settlement patterns even as it has absorbed increased growth.



Executive Summary

The overriding goal of this Update is to preserve Wellfleet as a livable community and maintain its character as a coastal village

Our Planning Committee has identified six priority objectives in furtherance thereof; which we recommend be addressed immediately, i.e., within the next twelve months:

1. Improve our community health facilities, including the reestablishment of a local pharmacy.
2. Protect and preserve open space for future generations, and acquire properties linking present open space parcels, especially those with shoreline access.
3. Protect and preserve water resources, both in terms of potability and treatment of wastewater.
4. Develop plans for community housing which will permit diverse populations to continue to live in our town.
5. Establish a blue ribbon commission to identify and recruit year-round business enterprises and activities, including off-season uses of our Harbor and Marina areas, which will be friendly to our environment.
6. Protect and preserve our beaches and shorefront areas for recreation and industry.

Many Town committees focus on these areas. They need to talk to each other. We therefore highly recommend that quarterly meetings of groups identified, on both the staff and committee level become common practice.

Our Update comprises 13 major areas, including some topics not in previous Plans. Highlights of specific planning goals for each area, which we recommend be addressed within the next one to three years, include:

Land Use: Develop detailed land use plan for remaining undeveloped land in Town. Identify historic districts and flood zones.

Natural Resources: Establish Citizens Wastewater Advisory Committee. Complete Herring River Restoration project.

Open Space: Complete comprehensive management plan for all Town-owned land. Protect traditional viewsheds and scenic roads.

Economic Development: Lobby for and impose local option excise taxes on rooms and meals to be used in part to support year-round economic development activities



Community Housing: Continue initiatives which provide short-term relief to Wellfleet-related residents. Develop Community Housing Action Plan.

Historic Preservation: Establish Local Historic District Study Committees to begin designation of Central Village and Pond Hill School Historic Districts

Human & Health Services: Establish a paid part-time Human Services Coordinator

Energy & Conservation: Create a Standing Town Energy Committee with staff support to devise a Wellfleet Energy Plan

Community Facilities: Complete construction, design & funding plans as needed for new fire and police stations

Education: Continue to address financial issues, both through seeking a more balanced state school aid formula and creating worst-case contingency scenarios.

Recreation: Adopt a long-range vision including additional activities for retirees

Marina & Harbor: Support Phase II of Marina Restoration

Transportation: Make downtown Wellfleet more pedestrian and bicycle friendly

Details on these and scores of other specific recommendations may be found in the body of the Update. Supporting documents are in the several appendices to the Update.



Introduction

Stewardship of a Coastal Village

Townpeople are remarkably united in our vision of our town. The "Planning Wellfleet's Future" Survey, commissioned in 2005, found virtual unanimity in the priority list of goals. We value protection of our natural environment and precious natural resources. We wish to preserve and improve access to open spaces. We want to preserve our Central Village and historic homes. We favor review of future development both as to pollution and aesthetic impact. We wish to maintain the population mix among ages, backgrounds and social backgrounds.

Even more telling is what we do not wish. We oppose widening of Route 6. We are against business professional complexes or commercial development such as we see in other towns "up-Cape". We are ambivalent at best about initiatives to increase parking, expand the Central Village and bring in "light industry".

Yet there are conundrums. Year-round residents especially express concerns about the lack of economic opportunities and affordable housing for young singles and families beyond the busy summer season. We place health services as a top priority and wish to see improved community facilities -- yet we struggle with the issue of municipal water. We see the need for growth and development. We understand that if we do not move ahead we may fall behind. We feel a fierce loyalty to our small village and wish to protect its character for future generations.

This Local Comprehensive Plan is broken down into categories for ease of analysis. As we have studied the individual sections we have been struck by their interconnectedness and interdependence. Our Housing "crisis" relates directly to Wellfleet's desirability as a vacation haven and the consequent squeeze on real estate prices. The dearth of buildable land creates hard choices for those who would create affordable living units in limited spaces without threatening the ambience and bucolic charm which is Wellfleet's essence. Without jobs and housing in which young families or professionals can thrive, we risk becoming a one-dimensional community, closing ourselves off to many of the very people who have made Wellfleet what it is. Wellfleet without a diverse population would be a very different Wellfleet indeed, a Wellfleet we say resoundingly we do not wish.

Compounding economic and demographic issues is the fragile nature of our ecosystem. Wellfleet literally relies upon its natural environment for its livelihood.

Our centerpiece, historically, economically and environmentally is the Harbor, sometimes referred to as the "jewel" of Wellfleet. It is why people come to Wellfleet whether to work, to play or to live. It is quite literally what defines us as a coastal community. A healthy and vibrant Harbor is not only essential for Wellfleet's future; its resources, if properly managed and developed, may well provide solutions to economic and social, as well as environmental issues confronting our Town.



As a Planning Group we do not pretend to have all the answers. What we have tried to do is delineate issues which face Wellfleet as a community over the next 5-10 years. We hope our analysis clarifies decisions which must be faced. We trust that as our forbears have before us, we will rise to the challenge and think creatively of ways in which we can preserve and protect this unique coastal village.

We believe Wellfleet's future depends on maintaining and strengthening four pillars of support:

Protect our Natural Resources

A significant portion of Wellfleet's commerce relies on its attraction as a beacon for "summer folks" who return year after year, for seniors who increasingly make Wellfleet a retirement destination, and for transients who flock to our shores and beaches. For many visitors the Harbor, the Marina and attendant facilities are the first, and perhaps the only, public face of the town they encounter. At present this face has deficiencies which could jeopardize the coastal environment. Townspeople express solid support for protection of our open spaces, beaches and waterways and our fragile ecosystem. This effort requires sustained and ongoing attention from regulatory boards and citizens alike with a keen eye to balancing recreational and seasonal interests with commercial and year-round interests.

Protect our Historic Resources

Increasingly Townspeople have demonstrated awareness of the value of our historic resources. Recent years have seen an upsurge in efforts to preserve and protect not only historic artifacts, but our Town's character as a rural coastal village. This should include protection of historic commercial industries such as shell and fin fishing. Such protection requires balance with other needs, to be sure, but we are heartened by the vigilance and energy shown by various committees, both public and private, to enhance Wellfleet's stature as a village of history.

Affordable Community Housing

Lack of affordable housing is expanding beyond those living below the poverty line to a circumstance of lack of affordable **workforce** housing. Our Town Officials report their staff cannot afford to live in Wellfleet. School enrollment fails to keep pace with anticipated population growth because of lack of housing for young families. Increasingly this issue cuts across traditional social and economic lines. If Wellfleet does not find ways to provide more affordable community housing, the very nature of our town may change in ways which we have not planned and which we say we do not wish.

Economic Development & Growth

Survey results make it clear that we wish to avoid the kind of commercial malls and other industry which may harm our environment. Yet we recognize the lack of year-round, good-paying jobs for families and younger workers especially. Part of the answer, we believe, lies in



finding new sources of employment and income which will provide year-round economic opportunities for Townspeople with minimal impact on our delicate environmental balance.

Wellfleet is blessed with an abundance of natural resources: our harbor, our burgeoning shellfish commerce, our ocean beaches, the acres of unspoiled natural habitat, our proud history and leadership status in marine activities of all sorts. The National Seashore and Wellfleet's parks and open spaces provide a rich laboratory for exploration and study. Our Marina provides space and facilities for such endeavors.

Wellfleet's natural wonders are coupled with a wealth of human resources including vibrant communities in the arts, in academia, and accomplished persons from many walks of life. A strong tradition of active voluntarism permeates all of our civic activities and should be a central part of any development program. Wellfleet is doubly blessed not only to have the talent, but citizens' demonstrated willingness to give generously of themselves for the town's well-being.

Creating "green" enterprises which could revitalize Wellfleet's economy with minimal impact on our natural surroundings should start with these resources and the impressive infrastructure which already exists in our Marina and staff, Recreation Department, Town Library, Historical Commission and Museum, Audubon Society, Wellfleet Conservation Trust, Gestalt Institute, WHAT Theater and numerous other organizations. Such groups could be building blocks for a new Wellfleet economy which revitalizes and sustains our village in much of its present embodiment. Some likely programs which spring to mind include Elderhostel weeks; oceanographic research projects; college satellite study programs; January term programs in the arts; Kayaking & Sailing festivals in Spring or Fall; history and environmental studies; internship programs in many of the above.

We recommend that Wellfleet consider initiating a pro-active campaign to seek out and encourage "green" business enterprises to locate here. A first step would be establishing a town-wide blue-ribbon commission to identify and recruit such businesses whether in academia, the arts or elsewhere. A second step would be identification of appropriate areas for business development and tax and zoning incentives for such enterprises to locate here. A third might be funding of and provisions for creation of technological infrastructure to facilitate such enterprises' operations as field or satellite units. If even a few such ventures succeed, it would be a winning combination for the Town and for its residents.

Past experience suggests that successful ventures will likely be a partnership of public and private resources. Put another way, one of the prime goals of the public sector should be to energize, facilitate and work in tandem with private and volunteer groups to create new business.

One important charge to this blue-ribbon commission would be to look specifically at the Harbor and Marina as a potential source of revenue both summer and winter –while maintaining the delicate balance which presently exists between boaters, commercial fishermen and the shellfish industry.



Parallel to such considerations is defining what is the appropriate "critical mass" for our harbor and beaches, especially in the Marina and Mayo Beach areas. Increased development during the summer months especially should be incremental, and carefully calibrated to preserve the vital balance of interests extant today.

Wellfleet's future will be built –or not –on the foregoing foundation. As a Town Community we must strive to maintain all four pillars. If we allow one support to falter, the entire structure may collapse. Happily, the resources are here, if we but choose to harness them and work together.

Our job is neither more nor less than stewardship of this village which has been carefully nurtured and developed by others before us. Stewardship means protecting what is valuable without allowing it to stagnate and lose vitality. Formidable challenges have never dissuaded Townspeople in the past –and we should therefore approach the future with enthusiasm and a sense of indomitable optimism.



Section 1 - Land Use

Goal: Provide for planned growth to meet the needs of the Town for housing, recreation, community facilities, open space and economic development in a manner that maintains the rural and historic character of the Town and does not degrade the environment.

In surveys residents and non-resident taxpayers alike have said: “Keep Wellfleet the small fishing village that it is”; “We don’t want to look like suburbia”; “No McMansions!”

Our challenge is to allow for individual and creative development while ensuring that “McMansions” do not spring up on Indian Neck or Paine Hollow or in our Central Village District, dwarfing neighbors’ homes. We all may feel we know it when we see it, but how do you fairly prevent or discourage it?

Numerous suggestions have been offered regarding limiting lot coverage, enforcing a building size compatible with neighboring structures and other regulatory means to control land use. We do not recommend any specific actions, but we commend these issues for discussion by town and historical committees.

Approaching Buildout

With over 60% of the Town as permanently protected open space, Wellfleet is fast approaching buildout. We are defining "buildout" as the maximum level of development permitted by the current Wellfleet Zoning By-laws. A recent survey undertaken in collaboration with the Assessing Department indicates that approximately 250 developable residential lots remain. This analysis was based on a report of State class codes indicating vacant residential lots. This list was then further scrutinized to ensure that lots had adequate road frontage and access. While this survey may not cover all potential lots, the realistic figure is unlikely to be more than 400. Recent statistics on building permits for new houses indicate an average of 40 permits per year, including rebuilt structures. Theoretically, most of the available residential lots could be developed within the next six to ten years. It is also worth noting that while new construction has steadily increased, the year-round population of the Town has remained the same or declined slightly.

As we approach buildout, redevelopment becomes more of an issue. For example, several large parcels in Town are currently used for other purposes that might some day be redeveloped as residential lots. The two campgrounds in Town are a good example. In a buildout analysis prepared by the State in 2000, all Town-owned land was listed as buildable including lots with existing Town facilities. The theory was that at some future date, the Town’s needs might change, and the facility and land could be sold for residential or commercial development.

Wellfleet, like other Cape towns, is experiencing the "tear down" phenomenon where one-story summer bungalows are being redeveloped as two-story houses. The volume of a house may increase by 100% or more as existing bedrooms are moved to a new second story with no



increase in Title 5 requirements. Even houses on nonconforming lots are allowed to expand with "maximum feasible compliance" with Title 5 regulations. Basically, with the exception of a failed system, the Board of Health cannot take away what you already have (number of bedrooms) so long as you make the maximum effort to comply with Title 5 and obtain relief from the Zoning Board of Appeals. However, recent decisions of the Supreme Judicial Court indicate that towns may regulate the size of reconstruction on nonconforming lots when such reconstruction increases the structure's nonconformity such as to be adverse to the neighborhood. See Bjorklund v ZBA of Norwell, SJC Slip Op – 9941, 01-07-08.

The entire shore of Wellfleet on the Bay and Ocean lies in flood zones A and V. Building should be discouraged or prohibited in these areas. In addition, public access and public ownership are desirable for the protection of these lands and marshes. Land around the Harbor is crucial as well as on Blackfish Creek, Chipman and Drummer Coves, Duck Creek and Mayo Beach. Plans are underway by the Wellfleet Conservation Trust, the Conservation Commission, Open Space Committee and the Planning Board to secure paths in perpetuity for public access in these areas.

As municipal water becomes available in greater quantity, increased density could be allowed on already developed properties. This could have a significant impact on the historic Central District. Once wells and wastewater disposal systems are no longer located on the same lot, current regulations would allow residential and commercial expansion that in the past was limited by nitrogen levels and zones of contribution around wells. This will raise important planning issues around the amount of expansion that is allowable or desirable and preserving the historic character of the Central Village.

In 2002, the Town adopted the Affordable Accessory Dwelling Unit by-law in an effort to encourage private homeowners to provide more affordable year-round rental housing. Before this by-law was approved, Wellfleet zoning dictated one dwelling unit per lot. Now, a second and third unit may be added if there is adequate Title 5 capacity and if already existing requirements for lot coverage and setbacks are met. This increased density has had minimal impact due to the small number of units created. However, it increases the potential for further redevelopment and continued growth even after all buildable residential lots are developed.

In the face of these development pressures, at the very least, the Town would benefit from development of an overall plan for land use, one which establishes criteria for housing, open space and municipal uses and recommends appropriate zoning changes while maintaining the rights of private property owners to develop their property.

Town-owned Land within the CCNS

The Town owns over 600 acres (including roads) within the boundaries of the Cape Cod National Seashore. CCNS regulations and enabling legislation allow municipal property to be developed for municipal uses, with some exceptions (most notably, a transfer station or landfill). In some cases, as with the recently developed 5-acre parcel for the Senior Center, the use is clearly municipal with the facility owned and operated by the Town. In other cases, the



definition of "municipal use" has yet to be determined.

A study of Town-owned land for housing done by Horsley and Witten, Inc. in 2005 concluded that the majority of large parcels still available for development are within the Seashore boundaries. The Local Housing Partnership and Housing Authority have ongoing discussions with the CCNS regarding whether a long-term lease with a private developer could be considered a municipal use. The Seashore's response so far is that they can only respond to a specific proposal. The two housing groups and others have suggested that after 40 years, it is time to review the Seashore's enabling legislation and regulations in the context of the critical need for affordable housing that did not exist in 1959. Such a review should involve our congressional delegation, because changes may require "an act of congress".

Wind energy conversion facilities are another use likely to seek locations on Town-owned land within the CCNS boundaries. Preliminary work by the Alternative Energy Committee indicates that Wellfleet by the Sea and the Landing Strip would both be good locations for such a facility. Because municipalities are not allowed to sell excess power, the most likely scenario is that Town-owned land would be leased to developers long-term to construct and operate the facilities. The question again will be whether or not such an arrangement meets the criteria for a "municipal use".

Discussions are ongoing with the CCNS about possible land swaps. In order for a swap to occur, there must be a benefit to the both parties. Recent cuts in overall Park Service funding have made legal costs associated with a land swap unaffordable with the burden for the total legal cost shifting to the Town. Two proposals have been made for swaps. The first is to exchange Town-owned land deep within the Park boundaries for parcels adjacent to already developed land. A good example of this would be a large CCNS parcel immediately adjacent to the Senior Center. Another proposal would be to swap CCNS land immediately along the boundary and adjacent to already developed areas where subdivisions and housing development already exist. Seashore land would again be traded for Town-owned land.

In addition to the 600 acres of Town-owned property, there are 215 privately owned improved properties within the Park boundaries. The Town never adopted CCNS zoning guidelines, and so it is Wellfleet's Zoning By-laws that regulate development and redevelopment within the Park boundaries. The question at hand is whether or not these existing regulations are adequate to preserve the character and appeal of the CCNS. An example of what could happen is the Town's allowance for 5% lot coverage. On a three acres lot (minimum lot size in the Seashore district is three acres) current zoning would allow up to a 6,000 square foot building footprint, or a 12,000 square foot structure with a second story, perhaps incompatible with the character of the Park.

Any owner who proposes to develop a three-acre parcel is subject to condemnation by the CCNS. But with the previously mentioned cuts to Park Service funding, the most the CCNS can do now is to put properties on a list to be condemned if and when there is funding available. Banks were also reluctant in the past to write mortgages for properties subject to a certificate of non-condemnation from the CCNS, limiting most conveyances to cash sales. Recently, banks



have begun to write mortgages based on the decreased threat and ability of the Park to take private property.

Revitalization of Downtown

Residents express concern about the loss of services and activity in the village center on a year-round basis. Various proposals have been made to improve the streetscape and amenities downtown to reflect its status as one of the Town's major attractions and gathering places.

The proposed infill of a vacant lot and year-round housing and business uses could reverse the trend and bring more people to the downtown all year long. It could serve as a catalyst for increased commercial and cultural activity and keep the downtown vibrant for our year-round residents and visitors.

After six years of work, final proposals for the renovation of the former Catholic church, purchased by the Town in 2001, are finally taking shape. Preservation Hall, a private nonprofit organization initiated and developed by interested Wellfleet citizens, has become a reality, at least in the planning and preliminary funding stages. This project would go beyond renovation of an existing structure and reuse of two important downtown lots, and could literally be the linchpin for revitalization of Main Street.

Private developers have made improvements to downtown over the past few years with the renovation of the Wellfleet Marketplace (open year-round) and of the former Aesop's Table (now Winslow's Tavern). Several private residences surrounding the village center have been restored with attention to their historic character and detail. The Town has approved a Main Street overlay district which will permit greater flexibility of use and relaxed setback requirements.

However, much of this revitalization relies upon adequate water and sewer facilities. Until and unless these are in place, little significant progress is likely.

Development Along the Route 6 Corridor

Beginning with the Post Office, a number of businesses and institutions have opted for development and redevelopment along the Route 6 corridor. Route 6 locations provide easy access, ample parking and higher visibility than locations in the Central Village, the only other commercially zoned area of Town. With a number of large projects already underway or in the planning stages, developments along the Route 6 corridor will have major impact on the Town over the next five years.

At present, the Town has no requirement for commercial site plan review by the Planning Board. The only regulation of projects on the highway comes from ZBA review for a special permit or variance. Under the Zoning By-laws, a development of significant impact (DSI) is referred to the Planning Board for comment. A DSI is defined as a project that involves required parking for ten



or more cars, involves 4,000 sf of new construction or is an adult entertainment use. Even when a project is referred to the Planning Board as a DSI, the Board's recommendation is only advisory. In general, the Planning Board limits its review to traffic, site circulation and parking. We are recommending expanded review and authority for the Planning Board.

The Town also has no control over curb cut applications along Route 6. The permits are under the control of Mass Highway. To our knowledge, no request for a curb cut on Route 6 has ever been denied for commercial or residential use. Mass Highway does not solicit input from the Town for curb cut applications.

Because of their impact on traffic, community character and abutters, projects for development and redevelopment along Route 6 need to have a formal process for state, regional and local review. In addition to regulation, incentives should be offered to developers to share curb cuts and parking and to maintain the tree line along the highway. Unbridled development along the highway will result in strip mall development similar to what we see at Brackett Road in Eastham. In addition to a negative impact on abutters and community character, more curb cuts and an increase in traffic volume will make Route 6 more dangerous and more inconvenient.

Historic Landscape Preservation

Historic landscapes are places that through their physical characteristics and features reflect the interaction of human beings with the environment. Also called cultural landscapes or heritage landscapes, historic landscapes often incorporate natural resources, such as vegetation, bodies of water and topographical features, and human creations, such as buildings, monuments and path systems.

Designation of areas as historic districts as recommended elsewhere in this Plan will assist in maintaining such landscapes' cultural and aesthetic integrity.

In Wellfleet we identify walking trails in this category, which should be preserved in their natural state. Audubon lists four such trails traveled each year by thousands of visitors.

The Wellfleet Conservation Trust has accumulated more than 75 acres of prime conservation land, and has established walking trails with benches at many points. Their Advocacy for conservation restrictions and walkways at the edges of our waters has received regional and national recognition.

The National Seashore has many paths and dirt roads within their jurisdiction and countless beach walks.

We recommend that paths, dirt road and trails of these entities as well as those of the Town be incorporated into one large system.



The Dark Wellfleet Sky and Scenic Roads

As a rural fishing village, Wellfleet enjoys the luxury of a dark sky and night and highly visible moon and stars. To maintain this important quality, we suggest that a policy to require outdoor lighting to be shielded and focused downward be adopted for all commercial and residential development in all districts.

Scenic Roads in Wellfleet include:

Black Pond Road – from its junction with Route 6 northward to the Truro-Wellfleet line

Duck Harbor Road – from its junction with Chequessett Neck Road on Griffin Island northward to the junction with High Toss Road, then northward and westward to its junction with Griffin Island Road

Old King's Highway – from its junction with Route 6 northward to the Truro-Wellfleet line

In 2005, the Planning Board recommended and Town Meeting adopted a general by-law that strengthened the protection these roads enjoy under MGL c.40, §15C. This general by-law will levy fines for violating Section 44 requiring a public hearing, notice to abutters and approval from the Planning Board for any repair, maintenance, reconstruction, or paving work done with respect thereto shall not involve or include the cutting or removal of trees, or the tearing down or destruction of stone walls, or portions thereof on a scenic road. Enforcement would be the responsibility of the Tree Warden (Director of Public Works).

Additional roads which have been recommended for this designation include: Ocean View Drive, Chequessett Neck Road, Old County Road, Paine Hollow Road, roads in the Indian Neck area and others. The remainder of Route 6 should be considered to maintain the natural beauty and rural character of the entrance to Wellfleet.

Scenic Views

Protection of scenic views was identified as a high priority for both residents and non-residents in the 2005 Survey. Recently planners have begun to use the term “viewshed” to identify such views. A viewshed is what one would see standing at one point. It is the reverse triangle with the apex at one spot and fanning outward. Residential structures have been located for the view for years, recognizing the value of a viewshed.

The Cape Cod Commission in a recent exercise mapped two viewsheds for Wellfleet—one the Atlantic coastline, and second all land from Route 6 to the Harbor and Bay. The Seashore and Outer Cape communities are now discussing ways to protect these viewsheds. We recommend that Wellfleet boards, agencies and citizens join in this important discussion.



Specific Planning Goals for the next five years:

1. Develop a detailed land use plan for the remaining undeveloped land in Town and which establishes criteria for housing, open space and municipal uses and recommends appropriate zoning changes while maintaining the rights of private property owners to develop their property.

Responsibility: Planning Board, Open Space Committee, Wellfleet Housing Authority, Local Housing Partnership, Conservation Commission

2. Consider adopting Zoning By-laws to regulate the "tear down" phenomenon. Consider restrictions on increasing square footage or a floor area ratio.

Responsibility: Planning Board

3. Continue to publicize and promote the Affordable Accessory Dwelling Unit program with special emphasis on businesses and Nonresident Taxpayers. Update the informational brochure to reflect changes in income and rents.

Responsibility: Planning Board, Housing Authority, Local Housing Partnership

4. Continue negotiations with the Cape Cod National Seashore regarding use of Town-owned property within the Park boundaries and possible land swaps.

Responsibility: Board of Selectmen, Planning Board, Local Housing Partnership, Housing Authority, Congressional delegation

5. Work with local business owners, the Chamber of Commerce and other interested parties to develop an overall plan for downtown. This plan should examine parking, pedestrian access, traffic flow, year-round viability and streetscape improvements.

Responsibility: Planning Board, Chamber of Commerce, 335 Main Street Committee, Preservation Hall Group, Planning Board

6. Consider adopting Zoning By-laws and Planning Board regulations to address development and redevelopment along Route 6. Consider an overlay district and site plan review along with incentives to share curb cuts and parking.

Responsibility: Planning Board

7. Work with the Cape Cod Commission and Mass. Highway on a procedure to review curb cut requests that involves input from the Town.

Responsibility: Planning Board, DPW, Cape Cod Commission, Mass Highway



8. Create Site Plan Review by the Planning Board for all commercial structures proposed for development or redevelopment.

Responsibility Planning Board

9. Create and implement cluster development by-law which allows the clustering of homes and/or businesses on smaller lots and preserves open space.

Responsibility: Planning Board, Town Meeting

10. Update and revise subdivision rules & regulations

Responsibility: Planning Board

11. Promote aesthetic aspects of our environment including the mapping of view sheds and considering regulations thereto, providing for scenic views, considering additional scenic roads, limiting garish signs and obtrusive lighting and designating historic landscapes for preservation.

Responsibility: Planning Board, Historical Commission, Open Space Committee, Conservation Commission, Board of Selectmen

12. Coordinate decisions relative to land use by scheduling quarterly meetings of Selectmen, Conservation Commission, Board of Zoning Appeals and Planning Board along with assigned staff to discuss land use and development issues facing the Town working cooperatively to promote sustainable development in keeping with Wellfleet's character.

Responsibility: Board of Selectmen, Conservation Commission, Planning Board

13. Encourage commercial and residential development which is harmonious with a rural fishing village in design and size.

Responsibility: Planning Board, Selectmen, Historical Commission

14. Create a plan to incorporate walking and bicycle paths, dirt roads and trails owned by the Town, National Seashore and private conservation groups into one coherent system

Responsibility: Open Space Committee, private conservation groups and Selectmen

15. Consider bylaws to manage development in the Central District as more municipal water becomes available.

Responsibility: Planning Board



Section 2 - Natural Resources:

Groundwater, Ponds; Wellfleet Harbor and Beaches

Goal: *To maintain the quality and quantity of Wellfleet's ground water in order to ensure a sustainable supply of high quality untreated drinking water and to preserve and improve the ecological integrity of the Town's marine and fresh surface waters.*

Preservation and protection of our natural resources, including scenic views, groundwater quality and open space, consistently rank within the top 10 priorities in surveys of Townspeople.

Wellfleet is blessed with abundant natural resources. Protection of the environment has historically been a guiding principle for Townspeople economically, aesthetically, and morally. While we recognize the need to protect all our natural resources, we have chosen to focus this update upon **water** which we view as the critical issue for our town over the next 5-10 years.

Wellfleet is heavily dependent upon its water resources. Its two major economic activities are aquaculture and tourism, both of which rely upon healthy water resources.

The 1995 Plan's recommendations dealt with protection of ground water, the ecology of Wellfleet Harbor, protection of dunes, beaches, ponds and the coastline, all of which require continued vigilance today. (1995 recommended actions included as Appendix). Since the writing of that Plan, pressures from both use and development have increased.

Regulations and Protection

Recently we have become more aware of the potential dangers posed by global warming upon our ponds, estuaries and harbor. Increased population and home growth also impact the quality of our water, our beaches and our recreational facilities. All of these factors create environmental challenges for us.

Greater understanding of these challenges facilitate policy and enforcement. Narrow dirt roads may appeal to visitors, but public safety may require more adequate facilities. Ubiquitous parking at ponds may appeal to fishermen and families with children, but parking areas create stress on shorelines and water quality. Each added house in a development and fertilized lawns and gardens may contribute to further deterioration in the quality of drinking water. It is as important for ordinary citizens as for town agencies to understand the cumulative impact of such environmental stresses.

Wellfleet Harbor and ACEC

In 1989 the Massachusetts Secretary of Environmental Affairs designated part of Wellfleet Harbor as an Area of Critical Environmental Concern (ACEC). The purpose of the ACEC program is to preserve, restore, and enhance critical environmental resource areas in the state. The designation encourages communities to steward the area's natural resources, but in practical



terms it provides little regulatory oversight. It is therefore incumbent upon Wellfleet to take the initiative to provide such oversight and clarity through amendment and revision to its own environmental regulations to be developed by the Conservation Commission.

Wellfleet Harbor, like other coastal embayments throughout the US, has become nutrient enriched and is experiencing declines in ecological health. The primary cause of such eutrophication is an overabundance of nitrogen discharged within the watershed of the water body. For Wellfleet Harbor, the primary source of the contaminant nitrogen is wastewater. Storm water, leaching lawn fertilizers and discharges from agricultural land uses also contribute varying quantities of nitrogen.

Wellfleet is one of many municipalities in southeastern Massachusetts which are exploring approaches to better managing sanitary wastewater. These studies seek guidance about how to assess the quality of an embayment and how to institute changes necessary to control sources of nitrogen and restore impaired water quality conditions. The Mass DEP and the UMass, Dartmouth, School of Marine Science and Technology (SMAST) are involved in these nitrogen management planning studies through the estuaries project. The Town has completed four years of water sampling, and in April 2007, committed \$100,000 to pay for the final modeling and management plan.

Wellfleet's regard and dedication to its Harbor is epitomized by its annual State of the Harbor Conference organized by the Natural Resources Advisory Board (NRAB), Mass Audubon, the CCNS and other Town staff and volunteers. The event, held each November, has grown each year, to the point where in 2007 it will have to move to a larger meeting facility. This event provides invaluable information to Wellfleet's citizens on a wide range of harbor, beach and related issues. The NRAB also completed a Harbor Management Plan in 2005. That Plan is incorporated into this Plan by reference.

The ACEC also includes several fresh water glacial ponds, used and enjoyed by Townspeople and many summer visitors. Continued efforts must be made to protect and preserve this important resource. The Cape Cod Commission coordinates annual pond sampling through the PALS program (or other similar resources) and the Cape Cod National Seashore has a variety of fresh water pond studies underway. The results of these studies should be compiled into a Town-wide survey and used to develop a comprehensive management plan.

Beach Renourishment

Cape Cod's beaches are fast eroding. Our Wellfleet beaches are not immune. The Conservation Commission has had the responsibility of protecting beaches and regulating coastal engineering structures so that they have no significant impact on wetlands and coastal beaches. To date, oversight of revetments has been on a case by case process. What started as individual actions to protect homes adjacent to beaches has become continuous armoring along entire beach fronts, often with different treatment. While the effect upon a small stretch of sandy beach may be negligible, the effect upon an entire beach may be substantial. In places there is no longer a



beach at high tide as beach levels have declined as much as four feet. Additionally the prior beach sand has migrated, sometimes into waters, at times creating a new beach and at times invading marshland and covering shellfish beds.

The Conservation Commission has tried to mitigate the effects of beach revetments and imposed requirements as it can—but it does not now have authority to modify requirements on existing structures. It also faces the problem of dealing with an individual case (all it is allowed to do) when it is clear that uniform treatment of an entire beach front is required. The Conservation Commission can thus require beach re-nourishment as part of a new approval, but neighboring properties may not be subject to such a requirement. This creates differences in treatment and hampers effectiveness.

Municipal Water and Septic

The combined issues of municipal water and septic disposal are treated separately within this report. It is worth noting, however, that the health of our harbor, our ponds, and our marine life in general is inextricably intertwined with the quality and disposal of waste water. As we address potentially costly and complicated projects, it will be crucial for Wellfleet to view these problems as a whole system in which each part affects the others.

The Town commissioned The Environmental Partners Group to prepare a preliminary water system master plan for the Wellfleet Municipal Water system (WMWS). The intent of this plan is to provide the Town with a preliminary road map for future growth and management of the water system, in the event that public demand for service connections exceeds the initial hydraulic capacity of the system.

The key elements of this preliminary master plan can be summarized as follows:

1. The Town can now take very measured steps to increase water system capacity in response to demands manifested through Town Meeting action.
2. Utilizing only the Coles Neck and Boy Scout Camp well sites as permitted, this plan lays out a series of six sequential growth stages, that would allow the Town to expand the water system to ultimately serve between 500 and 600 customers at an average pumping rate of 100,000 gpd.
3. Two additional stages could be taken to add a third well at Wellfleet by the Sea, and increase average service capacity to 200,000 gpd for up to 1,200 customers.
4. Initial estimates of capital costs through Stage 6 (exclusive of grants or low interest loans) indicate that the unit capital cost per customer could be as low as \$8,300 for 500 customers.
5. The Town should begin the process of identifying and applying for grants or low interest loans that could dramatically reduce the system development costs, especially in the early stages, when the customer base is smaller and unit costs would be higher.



6. A recommended connection policy has been drafted that places priority on the inability to provide a potable water supply in compliance with Title V of the State Sanitary Code.
7. Combined with current and related water system duties, the DPW personnel role should approach a halftime status. Therefore the Town should reorganize water system management activities to improve efficiency and responsiveness.
8. To accomplish the needed tasks, the Town has contracted with a private company to monitor and manage the water system. The goal for the future will be to provide training for DPW staff to take over that responsibility.
9. The Town should consider changing to an enterprise form of accounting for the water system in order to reduce or eliminate dependency on general property taxation as the means of financing system expansion and operations.

The development of an enhanced water system is admirable, but only deals with one facet of the water resource issue. Increasingly Townspeople have come to recognize that issues of wastewater management are of vital importance. Within a fragile ecosystem what goes into the groundwater from our homes, our lawns and our businesses inevitably comes out -whether in our drinking water, our estuaries or dependent life forms. If we solve our water supply system and continue on our present course of wastewater disposal, we will perpetuate the present cycle of water pollution and contamination.

While the scope of the problem is not yet determined, we know there are nitrates, pathogens, sodium and volatile organic compounds which are contaminating our ground water and potentially threatening the health of our ponds and harbor. We also know that standard Title V septic systems do nothing to alleviate the increasing nitrification of the ground water.

Discussions of what to do have traditionally focused on a town-wide sewer system and foundered on the magnitude of cost and infrastructure. Advanced nitrate treatment systems for individual properties have seemed out of reach for most Townspeople.

Wellfleet's Water Commissioners, working with concerned citizens, have brought these issues to the Selectmen and have proposed formation of a Citizens Advisory Committee, specifically to look at wastewater concerns. We commend this initiative and encourage all citizens to take a comprehensive view of water as a key resource and core value for Wellfleet.

We recommend that the nascent Citizens Advisory Committee begin by acknowledging that conventional compartmentalization of water supply from waste water issues is an artificial construct which may hinder effective thinking and planning. Furthermore, we encourage the Committee to recognize that the quality of water required for different uses, for example drinking water vs. lawn watering, varies significantly. Similarly "used" or waste waters can vary significantly. Such a shift in thinking can facilitate new models for use, reuse, recycling and disposal and mitigate some of our waste water problems.



It is crucial that we think creatively. Wellfleet may need to consider inclusion of hybrid and reuse systems, as well as dual source and separate discharge systems for "gray" and "black" water. Systems exist for filtration of water from sink and shower to toilet, for example and from shower, laundry and sink to lawn irrigation. In addition we should consider composting options that take some portions of waste products out of conventional plumbing and waste water streams. A range of types of composting toilets are available today that will meet most people's standards for a modern bathroom.

The diminution of the amount of water use by adopting such practices leads directly to diminution of water "contaminated" and thus to diminution of harmful chemicals leaching into our ground water. Solar home distilling and other site specific purification systems will be in existence within the next decade and may also be of use on the supply side.

Different parts of Wellfleet will probably seek different solutions. Areas such as Lieutenant Island, which borders directly on the harbor but has relatively sparse and largely seasonal usage, require different approaches from the Central District. A first task of this Citizens Advisory Committee is to conduct a needs survey and come up with site-specific recommendations for each district in town.

Part of the "solution" may well be educational in offering to Townspeople information as to water use, reuse, and treatment options and technologies as they become available. This need not be expensive beyond collecting the data and distributing information. In this regard, the Board of Health needs to be a partner in whatever recommendations are forthcoming, especially as these may relate to proposed zoning changes or incentives for residents installing devices which preserve/sustain our water resources.

The context of this needs study should be to develop a Waste Water management plan which does not rely on massive public expenditures or harsh regulations. A Plan which relies primarily on lecturing or telling people they must use less is doomed to failure. A Plan which offers constructive suggestions and incentives for people to sustain our water resources through appropriate, cost-effective technology may have a higher prospect of success. Within this framework many solutions may be individual site as well as area specific. We encourage the Committee to avoid "one size fits all" thinking.

A copy of the chart depicting Proposed Hybrid Uses and the proposed Scope of Wastewater Management Plan for Wellfleet are included as appendices

Specific Planning Goals for the next five years:

1. Amend the Wellfleet Environmental By-Law to include the ACEC as a designated area subject to the Wellfleet, By-Law so that the entire ACEC is covered (not presently in effect); elimination of such ambiguity will simplify oversight and enhance environmental protection; and/or consider designating a DCPC to address water availability and habitat.



Responsibility: Conservation Commission, By-law Committee, Natural Resources Advisory Committee, Board of Selectmen, Mass. Secretary of Environmental Affairs

2. Review & revise definition of ACEC from the present 10-foot elevation contour to be more consonant with the Wellfleet by-law which defines protected areas in terms of proximity to wetlands, coastal banks and land subject to tidal flow. Develop by-laws that provide special protection for the ACEC and consider increasing buffering around protected areas.

Responsibility: Conservation Commission, By-Law Committee, Natural Resources Advisory Committee, Board of Selectmen, Mass. Secretary of Environmental Affairs

3. Review all tidal restrictions in Wellfleet Harbor to consider their restoration, including Duck Creek, Mayo Creek and Blackfish Creek as it passes under Route 6, all to be included in a recommended Storm Water and Flood Management Plan.

Responsibility: Conservation Commission, Dept. Of Public Works

4. Upgrade present Storm Water Management Plan to include a prioritization schedule and be subject to regular review.

Responsibility: Conservation Commission, Dept. Of Public Works

5. Study Town owned properties for determination of appropriateness to place under the care and custody of Conservation Commission for administration and restriction to passive recreation.

Responsibility: Open Space Committee, Conservation Commission

6. Expand the Conservation Commission's jurisdiction to cover all existing structures (revetments), regardless of when built and previously imposed covenants. Work toward a more comprehensive understanding of historical coastline changes and how beach habitat impacts the ACEC and the Harbor.

Responsibility: Conservation Commission, Natural Resources Advisory Committee, Coastal Access Committee, Board of Selectmen.

7. Empower the Conservation Commission to assess joint responsibility for defined areas and determine mandatory beach re-nourishment and maintenance requirements, including authority to establish criteria for beach nourishment and apportionment of maintenance costs and/or to assess owners annual fees to go into a fund from which beach re-nourishment costs would be covered.

Responsibility: Conservation Commission, Natural Resources Advisory Committee, Coastal



Access Committee, Board of Selectmen.

8. Support and encourage the continuation of the Annual State of the Harbor Conference to educate town officials and Wellfleet citizens alike.

Responsibility: Natural Resources Advisory Board, Audubon Society, Board of Selectmen

9. Conduct a detailed nutrient study to ascertain the present and future threats of nitrogen loading to our harbor and pond waters. Complete the Estuaries Project final report and develop a process for implementing the findings.

Responsibility: Town Administrator, Board of Selectmen, Health Agent in conjunction with ongoing Estuaries Project

10. Implement on a gradual basis the Water Master Plan for a public water system, identifying grant or loan sources, oversight planning and reorganization of accounting and personnel management as needed.

Responsibility: Board of Water Commissioners, Board of Selectmen

11: Appoint and fund as necessary Citizens Advisory Committee to conduct a wastewater management survey and create a Wastewater Management Plan for the Town of Wellfleet.

Responsibility: Board of Selectmen

12: Establish the sustainability of a healthy water resource as a core town value.

Responsibility: Board of Water Commissioners, Citizens Advisory Committee, Board of Selectmen

13: Educate and publicize devices and improvements which will enhance Wellfleet's water resource

Responsibility: Board of Health, Conservation Commission, Citizens Advisory Committee, Board of Health, Board of Selectmen

14: Compile the results of pond monitoring studies from the Cape Cod Commission, Cape Cod National Seashore and others into a Town-wide survey that could be used to formulate a management plan for protecting and preserving this important resource.

Responsibility: Natural Resources Advisory Board, Board of Health



Section 2A – Herring River Restoration Project

The following information is taken from a brochure prepared by the Herring River Technical Committee in 2007:

Everyone dreams of turning back time. Opportunities to rectify past mistakes are rare and fleeting. Who wouldn't relish the chance to undo an error made long ago? One hundred years ago in Wellfleet, Massachusetts, Town officials decided to build a dike at the mouth of the Herring River. At the time, the river was the lifeblood of one the largest and most productive coastal wetland systems in New England. But during that era the immense benefits and values of wetlands were ignored and the desire to "...exterminate the mosquito pest..." and "...drain the marshes so they may be brought into valuable land..." led to the construction of a dike at Chequessett Neck Road in order to "...exclude the sea" (*report of Whitman and Howard on Proposed Dike at Herring River, 1906*).

During the ensuing decades, the vital role of wetlands has been widely recognized. Wetlands are protected by strong laws and many government agencies and non-government organizations are actively involved in efforts to restore and improve the ecological health of wetlands damaged by past human activity. New England's largest and most ambitious project of this kind—the Herring River Restoration Project—presents an exceptional opportunity to turn back the ecological clock.

The Herring River is the largest estuary on outer Cape Cod. It stretches four miles from its headwater kettle ponds in north Wellfleet to its mouth at Wellfleet Harbor. The River's floodplain encompasses more than 1,100 acres of degraded wetlands occupying a complicated network of five valleys carved out of glacial outwash deposited 10,000 years ago. Each of these valleys is drained by a creek that contributes water to the Herring River before it flows into Wellfleet Harbor and Cape Cod Bay. Today, finding the River and its floodplain is difficult. The Chequessett Neck Road Dike, built in 1908, along with smaller dikes and culverts upstream have altered natural tidal patterns. Ditches dug in the early 20th century to channelize the river effectively drained the normally saturated soil.

The once expansive and thriving salt marshes have been transformed into almost impenetrable stands of non-native, invasive plants, shrubby thickets, and forests. Salt marshes are among the most productive natural plant communities on Earth. Salt marsh plants provide nutrients for a huge array of creatures in the marsh and adjacent open waters. Nutrients are also transported offshore by tides and the coastal food web. Even though we don't directly consume salt marsh plants, they nourish the shellfish and finfish that we do eat. According to some estimates, two-thirds of the commercial fish catch along the East Coast depends on salt marshes for at least part of their life cycle.

Salt marshes also protect and improve water quality. Past experience has shown that even partial restoration of tidal flushing can lower harmful bacteria levels and improve estuarine habitat. In coastal areas, communities depend upon healthy, vibrant salt marshes to buffer the effects of



coastal storms and lessen damage caused by floods. Massachusetts has lost approximately one-third of its pre-colonial era wetlands due to human activity. Many remaining wetlands are degraded and offer diminished value to humans and wildlife. Many salt marshes suffer from altered hydrology caused by tidal restrictions. Tidal restrictions occur where human infrastructure, such as roads and railroads, have been built across coastal wetlands and waterways and disrupt the natural ebb and flow of the tides within upstream habitats.

What is wrong with the Herring River, and how did it get that way? What is being done to restore the Herring River? The Town of Wellfleet owns the Chequessett Neck Road Dike. Cape Cod National Seashore owns 80% of the Herring River floodplain. In August of 2005, these two parties formally agreed to work together to restore the river. This agreement led to the formation of a Technical Committee, directed by the Town's Board of Selectmen to develop a Restoration Plan outlining the opportunities, challenges, and benefits of restoring the river. The committee's work is backed by 25 years of research conducted by National Seashore scientists and is also supported by numerous government agencies and academic institutions studying the condition of the river and opportunities for restoration.

A computer simulation of the river's hydrology has been developed to predict the physical effects of restoring tidal range at various levels. This work has established a scientifically credible justification for increasing tidal range, beginning with modifications to the Chequessett Neck Road Dike. A new dike would have much wider openings, capable of allowing a greater range of tides to reach upstream, while also allowing sufficient drainage to Wellfleet Harbor. Adjustable sluice gates would be used to reintroduce tides in an incremental and controlled manner over a period of years. Decisions to increase tide range would be based on intensive monitoring and will consider both ecological benefits and any potential social impacts. Other issues for the Restoration Plan include protection of private properties, nuisance mosquito management, protection of groundwater, fish passage, and effects on both wild shellfish and Wellfleet's extensive shellfish aquaculture.

The composition and health of coastal marshes—and their highly productive array of plants and animals—depend on daily flooding with seawater. Cape Cod's salt marshes are subject to tidal fluctuation of about ten feet twice a day. With this in mind, it's easy to see how blockage of tides can profoundly harm salt marshes. Construction of the Chequessett Neck Road Dike eliminated tidal influence to the Herring River, which both dried out the rich salt marsh peat and transformed the marshes into a freshwater environment. Salt marsh plants have been overrun by invasive freshwater and upland vegetation, including many non-native species, like common reed, which have little value to native fish and wildlife. Herring River's original 1,100 acres of salt marsh and estuarine habitats present before diking have shrunk to only seven acres.

More severe, but less obvious impacts have occurred within the original salt marsh peat. Under the full range of normal tides, peat remains salty and waterlogged. In this condition, peat accumulates large amounts of both organic matter and sulfur. The slow build up of peat helps keep marshes above rising sea levels. When tides are eliminated and salt marshes ditched, the peat rots. Decomposed peat becomes compressed and sinks. Today, in some places the elevation



of the Herring River floodplain is three feet lower than it was before the Chequessett Neck Road Dike was built. When peat rots, sulfur converts to sulfuric acid, which can leach into the river and kill fish. At times, water in the Herring River is as acidic as vinegar. It's not surprising that fish and other aquatic animals are scarce. In addition to high acidity, low summertime dissolved oxygen—also caused by the lack of tidal flushing—makes survival tough for aquatic life.

The research shows that reopening the dike, albeit with proper safeguards, will restore and replenish the salt marsh and the wetlands to their former glory, and may well provide fertile grounds for future shellfish grants, as was once the case. Wellfleet is to be commended for its courage in taking on this ambitious project and must see it through to completion. The Town has also received ongoing support from several State and Federal agencies. This support has included technical expertise and funding from NOAA's wetlands restoration program and the Department of Fish and Wildlife.

At the end of 2007 The Herring River Technical Committee is concluding its objectives, primarily of determining restoration feasibility. That Committee is presently transitioning to become the Herring River Restoration Committee which will make specific recommendations from among feasible alternatives.

In addition to the Herring River, the Town and its Conservation Commission have begun to look at other tidal restricted waterways such as Mayo Creek and Blackfish Creek. Planning has begun on ways to improve tidal flow and to reverse the damage done to adjacent wetlands and watersheds.

Specific Planning Goals for the next five years:

1. Complete a Comprehensive Restoration Plan that will outline specific steps in the restoration process.

Responsibility: Herring River Restoration Committee, Town of Wellfleet, Town of Truro, Cooperating Agencies, CCNS

2. Continue to work toward resolving private property issues with individual homeowners and the Chequessett Yacht and Country Club. Also work toward addressing impacts on Town roads and other infrastructure.

Responsibility: Board of Selectmen, CCNS, Town Administrator, Health and Conservation Agent, DPW Director, Herring River Restoration Committee

3. Continue work on Memoranda of Understanding with Town of Truro and CCNS for implementation of Comprehensive Restoration Plan.

Responsibility: Health and Conservation Agent, Assistant Town Administrator, Herring River Restoration Committee



4. Complete hydrodynamic modeling and other studies to accurately predict the impact of rising water levels.

Responsibility: Herring River Restoration Committee, Health and Conservation Agent, Cooperating Agencies, CCNS,

5. Work to secure State and Federal funding for the overall project. Use in kind contributions from Town staff as matching resources.

Responsibility: Cooperating Agencies, CCNS, Herring River Restoration Committee, Board of Selectmen

6. Continue evaluation and planning of waterways such as Mayo Creek and Blackfish Creek with the goal of wetlands restoration. Seek State and Federal funding sources for planning and implementation.

Responsibility: Conservation Commission, Health & Conservation Agent, Natural Resources Advisory Board, Board of Selectmen



Section 3 – Open Space

Goal: To preserve and enhance the availability of open space in Wellfleet in order to provide wildlife habitat, recreation opportunities, and protect the natural resources, scenery, and character of the Town.

Citizens of Wellfleet have reaffirmed their commitment to acquisition and protection of Open Space in two recent surveys. The 2005 Survey conducted as a preview for the writing of this Comprehensive Plan placed Open Space as the number two priority behind Health Services for both residents and non-residents. The Community Preservation Committee's survey found that taxpayers valued Open Space as top priority for CPA funding.

Potential initiatives supported most strongly in the 2005 Survey were (in descending order):

- protection of scenic views
- protection of ground water quality
- requirement for pollution limits on development
- continued acquisition of open space and improved access thereto
- protection of the natural environment

Harvard University's "small town planning for the 21st century" (Fall 1998) stated that rather than aiming for a particular percentage of open space to be acquired in each developed area, the goals should be:

- 1) Protection of large tracts of open space and conservation of abutting parcels.
- 2) Protection of ground water resources that provide quality drinking water and conservation of parcels that can impact these areas.
- 3) Protection of critical habitat area and conservation of areas that can provide buffers and potential corridors.

Cape Cod Land Bank

Wellfleet has a strong history of support for preserving open space, both through the Cape Cod Land Bank and recently through the Community Preservation Act (CPA) which replaced the Land Bank in 2006. Recent efforts culminated in the Town's approval in April, 2005 to purchase the Whale Bone Point and Mill Creek properties from the Geiger family and the Chequessett Yacht and Country Club respectively. The Whale Bone Point property will secure and enhance existing public and conservation owned land in the Blackfish Creek area. The Mill Creek acquisition will be a crucial first step toward the Herring River restoration.

Including these milestone 2005 acquisitions, the Land Bank/CPA will have added close to 94 acres to our already significant tracts of protected open space. More than half of the acquisition funding has come from outside sources, a tribute to the efforts of the Open Space Committee.



Wellfleet Conservation Trust

The Wellfleet Conservation Trust (WCT) is an independent, private land trust and an important part of the group that works cooperatively to preserve open space in Wellfleet. WCT is a federally qualified non-profit land trust established in 1984. Since that time the Trust has conserved over 300 acres of upland, marsh and tidal areas in Wellfleet. WCT has collaborated with the Open Space Committee and the Conservation Commission to acquire additional lands, place conservation restrictions, implement trails and provide general stewardship for Wellfleet lands. WCT has also provided funding for the Town to utilize the expertise of The Compact of Cape Cod Conservation Trusts for conservation efforts including acquisitions, grant applications, trail making and general stewardship. The Town and WCT should continue to work together.

Open Space Committee

The Open Space Committee should continue mapping and setting criteria for acquisition of undeveloped parcels. However, short term goals will focus on efforts to protect lands adjacent to existing conservation lands, lands within scenic and historic areas, and lands within habitat restoration areas or just landward of salt marshes. The Open Space Committee has identified critical areas of concerns for acquisition and/or conservation (attached as Appendix).

A high priority over the next five years is to develop effective coordination with the Conservation Commission relative to management and oversight of lands already acquired. The Open Space Committee should work hand in hand with the Recreation Department to develop appropriate recreational uses of our properties. The Open Space Committee, Housing Partnership and Housing Authority should combine efforts to develop affordable housing which also provides open space. Coordination with the Historical Commission can ensure our open space enhances and preserves the rich heritage and availability of untouched lands associated with Wellfleet. Mechanisms for such coordination already exist within the newly formed CPA structure whereby open space, housing and historic interests are represented. The CPA replaces the old Land Bank under which monies were restricted solely for open space purchases.

Open Space and Recreation Plan

In 2005, the Town updated its Open Space and Recreation Plan in accordance with guidelines from the Executive Office of Environmental Affairs, Conservation Services Division. That plan is incorporated into this document by reference.

Management Needs and Potential Change of Use

It is important that the Open Space Committee and the Board of Selectmen work to counter the commonly held conception that because 61% of its land is in the National Seashore and additional acreage owned by Audubon, the matter of open space has been resolved. Open Space advocates need to continue to make their case clearly and emphatically.



The quality of life in Wellfleet is heavily influenced by the physical characteristics of the land within our Town. The Town proper contains the harbor and its estuaries, ponds, wetlands, scenic vistas, historic areas, woodland and wildlife habitats. Our population needs both active and passive recreation facilities.

Reconciliation of pressures for development on the one hand and maintenance of rural characteristics on the other create a recurring dynamic. While recognizing the needs for development and the ever changing lifestyle of our Townspeople, care must be taken to keep significant options open for future generations. Open Space advocates must remain sensitive as well to the rights and expectations of private property owners whose properties may be affected by proposed bylaw and policy changes. Free and open dialogue among all interested parties is essential and can often find common ground.

Conservation Restrictions

Open Space is most effectively protected by having the land under the control of conservation minded organizations. The organization can control the land either owning the land, “in fee” or having a contract with a landowner to extinguish development rights – a “Conservation Restriction” (CR). The CR is a legally binding agreement in which the development rights are extinguished or diminished in a permanent contract signed by the then landowner and a counter party. The landowner continues to own the land, subject to the rights of the new contract. If the landowner contracts with a qualified land trust, or other qualified organization, the landowner may claim a charitable deduction from his/her federal taxes and will be granted a permanent reduction in property taxes at the local level. The CR process involves many approval steps at the local and state levels, so to obtain such approval, the land must have demonstrable conservation values, not just be used as a way to prevent development. The Wellfleet Conservation Trust is a qualified land trust and has consummated several CR’s within Wellfleet. The year 2007 was especially active due to temporary enhanced federal tax incentives for establishing CR’s. At the time of this writing, the Federal government is proposing to make the tax incentives permanent.

Additionally, CR may be used to provide joint conservation care by more than one conservation organization over certain properties. Such a technique requires the same approval process as a private CR, and allows the enhanced care for properties. This technique has been used in cooperative efforts by the Town Open Space Committee, The Conservation Commission, The Wellfleet Conservation Trust, Mass Audubon Society and the State Fish and Game Department.

Specific Planning Goals for the next five years:

1. Complete acquisition of "Mill Creek" property.

Responsibility: Open Space Committee

2. Formulate and complete comprehensive management plans for all Town-owned



conservation land.

Responsibility: Open Space Committee, Conservation Commission

3. Complete an annual audit of and baseline documents for each of the Land Bank properties.

Responsibility: Conservation Commission supported by Open Space Committee & Wellfleet Conservation Trust

4. Identify and map all vacant undeveloped land and develop a Master Parcel Acquisition List, taking into account critical habitat areas, protection of scenic viewsheds, enhancement of shoreline and beach protection, protection of other natural resources, flood zones and fragile environmental areas.

Responsibility: Open Space Committee; Planning Board, CPA Committee, WCT

5. Identify and recommend tax title lands and other town-owned properties to be placed under the aegis of the Conservation Commission for conservation purposes or conversely to be used for community priorities such as affordable housing or municipal services.

Responsibility: Open Space Committee; Conservation Commission, Planning Board, WHA, Local Housing Partnership

6. Continue education of population regarding the relationship between excessive growth and ground water quality, waste disposal, harbor health, natural resources and town character.

Responsibility: Open Space Committee, Wellfleet Conservation Trust, Conservation Commission, Planning, Recreation & Natural Resources Boards

7. Consider and recommend changes to a bylaw or subdivision regulation requiring a minimum open space set aside percentage in new developments.

Responsibility: Planning Board, Open Space Committee

8. Review procedures for approval and assessment of conservation restrictions.

Responsibility: Open Space Committee, WCT, Conservation Commission, Planning Board

9. Initiate and coordinate cooperative meetings among various groups involved in Wellfleet's land use planning including new CPA Committee to establish needs and assign tasks.



Responsibility: Open Space Committee & all other related Boards

10. Continue to identify primary areas for land conservation of critical environmental concern using criteria identified under "Criteria for Land Acquisition" (Open Space & Recreation Plan, July 28, 2005 attached hereto as Appendix).

Responsibility: Open Space Committee

11. Support the continued work of Wellfleet Conservation Trust by identifying lands ripe for acquisition or conservation restrictions using grants from self-help State Programs or private funding.

Responsibility: Wellfleet Conservation Trust, Open Space Committee, Planning Board

12. Acquire land linking existing open space parcels, especially those which enhance shoreline access.

Responsibility: Open Space Committee, Wellfleet Conservation Trust, CPA Committee

13. Designate biking trails especially as the Cape Cod Bikeway ends.

Responsibility: Open Space Committee, Recreation Department, State Depts. Of Conservation & Recreation

14. Continue to aggressively pursue parcels for future acquisition utilizing State and Federal Conservation monies, State Self-Help Grants, Fisheries and Wildlife Sources, Wellfleet Conservation Trust resources, Community Preservation funds and private donations.

Responsibility: Open Space Committee, Conservation Commission, Marina Advisory Committee, Wellfleet Conservation Trust, Community Preservation Committee



Section 4 – Economic Development

Goal: To promote businesses that are compatible with Wellfleet's environmental, cultural and economic strengths in order to enhance balanced economic development.

Townpeople wish to maintain the character of the community with a broad mix of age groups, occupations and social services. We reject traditional growth models, yet recognize the need for greater economic opportunities if we are to "stay the same".

Demographically, Wellfleet is becoming a retirement and tourist community. Future development must be defined relative to the actuality with which we live. More than half of homes belong to non-residents. Construction, education and health services are the leading employers, followed by professional, retail trade and real estate. These are service industries.

Ocean and shell fishing remain multi-million components of our economy. The Wellfleet oyster is world renowned. Protecting its unique habitat is part and parcel of protecting our resources. The Shellfish Advisory Board, Shellfish Constables and Harbormasters all bear responsibility for maintaining vigilance and raising pertinent issues. When an outside "parasite" threatened shellfish beds in 2005-2006, the Shellfish Constable took quick and drastic action, and the threat abated. Important as these industries are to Wellfleet's economy and stature, they provide direct employment to relatively few and their present growth potential appears limited.

Wellfleet's retail business has suffered in recent years, largely because of rising overhead and housing costs, coupled with a lack of population to sustain retail business in the "off-season". While it is important to take steps as outlined below to revitalize Main Street, and provide incentives for businesses, in the short term additional year-round retail outlets are unlikely to be a major source of development.

There is limited space for traditional growth. Over 60% of Wellfleet is protected open space. Development of the village center is contingent upon extension of municipal water and sewer services. Moreover, Townpeople express ambivalence about anything more than minimal upgrading of present businesses within the Town Center. The establishment in 2006 of a central overlay district permitting greater flexibility in setbacks and zoning regulations opens the door for development, but provides no guarantees. The creation of "Preservation Hall" as a community center may also have an impact upon the year-round vitality of Main Street.

We face seasonal economic disparity because we depend upon seasonal business. It is difficult to picture greater summer economic activity without an increased labor force, which in turn requires sufficient housing for them. More basic is the question of whether we even want increased seasonal business which will put pressure on our fragile environment, already heavily taxed during peak months. Probably not.

Wellfleet is also becoming a community few can afford. Cutting across all segments of this report is the continuous theme of the need for affordable housing. Increasingly fewer town



employees live here. Higher valuations result in increased taxes. Housing seems beyond the reach of the young and may become unaffordable for those on fixed incomes. Vital statistics reflect this story. Marriages and births are declining. Deaths exceed births. Non-residents retire and come to live here permanently. According to census data, from 1990 to the year 2000 the median age in Wellfleet rose 16% , and the number of persons 65 and older rose 20%. The number of children below 10 years of age dropped 32% in this same time period.

The dilemma Wellfleet faces is what type of economic development can fulfill the desires of our community and create opportunities for working families without exacerbating the problems we face as a seasonal tourist economy? The 1995 Plan's goal, cited above, of promoting businesses" ... that are compatible with Wellfleet's environmental, cultural and economic strengths..." is a good start but needs specificity if action plans are to be initiated.

Happily, economic activities exist already in our town which may suggest answers to these knotty questions. Wellfleet abounds with art galleries and cultural activities. This year marks the opening of WHAT's year-round theater. We have strong service employers. Within Wellfleet's population is a wealth of expertise. Our natural environment is a unique laboratory for study and exploration, with accomplished naturalists already in residence. Moreover, the information age provides easy access to and from Wellfleet. Home offices and businesses are much more of a reality given worldwide communications through the Internet. The Wellfleet tapestry provides a potentially rich backdrop for possible economic activity which could at once provide meaningful employment beyond the summer "season", minimally impact the environment, and provide avenues for young people to reside in Wellfleet.

We point to the success of the Wellfleet "Oysterfest" as a creative engagement of extant economic activity with adept promotion and organization to produce an economic windfall during what had traditionally been a "down" period for local merchants. If Wellfleet is serious about wishing to maintain its community character, it is incumbent upon the Town to undertake a serious study of how to create economic opportunities in the information age for cultural, educational, and recreational activities which will support our economy year -round. Wellfleet need not take a back seat to other Cape towns in positioning itself as a center of art, theater, or environmental education –and it may perhaps be necessary that we promote ourselves aggressively to establish a suitable year-round economic niche. An important piece of this study is to determine appropriate sites in town for economic development and proposed bylaws and/or incentives for each.

Additionally, and as a community which will always be predominantly seasonal, we should pressure our legislative representatives to recognize the pressure seasonality puts upon us. In comparison with other communities, our general governmental, police, fire protection and road maintenance costs are higher because of seasonal impact. Tourism-related expenses often fall unequally upon permanent residents –it seems only reasonable to ask those who benefit to pay for the expenses. Our legislators should support initiatives to allow towns to impose additional local excise taxes, including rooms and meals, and the Selectmen should then study the appropriate means to implement a fair distribution of the expenses.



Specific Planning Goals for the next five years:

1. Develop a Wellfleet year-round economic plan to promote suitable business activity which provides year-round employment with minimal environmental impact for the downtown, the Marina area, the Route 6 corridor and any other commercial clusters within the Town.

Responsibility: Planning Board & Board of Selectmen, Wellfleet Chamber of Commerce, Planning Board

2. Lobby legislature to pass statutes permitting towns to impose additional rooms, meals and excise local option taxes as appropriate on tourist-related activities.

Responsibility: Board of Selectmen, State Representative, State Senator

2.A. Study & impose additional local option excise taxes on rooms, meals and other activities as deemed equitable

Responsibility: Board of Selectmen

3. Complete housing initiatives which will make Wellfleet affordable for young families and employees, both seasonally and otherwise.

Responsibility: Wellfleet Housing Authority & Partnership, Board of Selectmen

4. Promote, encourage, support & solicit ideas for "off-season" activities such as "Oysterfest" which will add to Wellfleet's economy with minimal environmental impact.

Responsibility: Board of Selectmen

5. Complete & implement plans for Wellfleet's municipal water & create plans for sewer services for the Central District.

Responsibility: Board of Water Commissioners, Board of Selectmen



Section 5 – Community Facilities and Resources

Goal: To provide adequate community facilities to meet community needs, including support of regional facilities as appropriate.

Police Department

Wellfleet's police department operates efficiently and effectively. The crime rate continues to be extraordinarily low for a town our size. The Chief does not envision major personnel or equipment needs out of the ordinary within the next few years.

The present Police Station is inadequate. However, once the Fire Department is relocated to the Gutsy Benders site, the Police Department will take over the entire building. Within the present building's footprint, there will be adequate storage facilities and facilities for the special officers who are needed in summer when our population increases nearly tenfold.

Personnel issues face the department in two respects:

1) During the Winter season, as soon as any incident, even a minor traffic accident, occurs, the department becomes understaffed. The usual 1-3 officers on duty are all required to respond to the incident leaving no patrol or other officer available. The Chief has suggested setting up a collaborative arrangement with neighboring towns from November-April, but to date this idea has not met with enthusiasm from our neighbors.

2) In the 1990's when Chief Rosenthal came to Wellfleet, upwards of 80% of his force lived in Wellfleet or in an adjoining town. He reports that figure presently is fewer than 5%. This presents an issue not only for recruitment, but as to the ability of police to get to Wellfleet from their home in the face of an emergency which cuts off Route 6.

This change appears to reflect the high cost of housing in Wellfleet –Chief Rosenthal opines that even a new Chief might have difficulty finding suitable housing in town under present circumstances.

Emergency Response

Wellfleet has an impressive Civil Defense Protocol detailing communication procedures, shelter concerns and interagency resources and coordination (attached hereto as Appendix). There has been consideration of establishing a reverse 911 or text messaging emergency notification system. The \$20,000 annual cost has made this unaffordable to date. At the very least a network of community emergency resources, including people with generators, EMTs in town and other such emergency training, could be established at relatively modest cost.

In addition to law enforcement, the police continue to perform numerous other duties. They are responsible for the DARE program, and police are the first line of communication and help for



issues of domestic violence, missing persons, and persons in distress.

Specific Planning Goals for the next five years:

1. Conduct a feasibility study for the "new" police station on the footprint of the present combined Police/Fire Departments/

Responsibility: Police Department, Board of Selectmen

2. Establishing an emergency notification system and/or community resource network of people and facilities available to Townspeople in an emergency, particularly in the cold weather months.

Responsibility: Police & Fire Departments

3. Renew initiatives with neighboring towns to share emergency backup police staff during the Winter months especially.

Responsibility: Police Chief, Board of Selectmen

4. Complete housing initiatives which will make Wellfleet affordable for police officers and their families.

Responsibility: Wellfleet Housing Authority & Partnership, Board of Selectmen

Fire Department

Wellfleet's Fire Department operates efficiently and effectively. The Department meets the state standard of an 8 minute response to calls over 80% of the time –instances where it cannot are due to distance and inaccessibility of a few perimeter areas. The Department responds to well over 1000 calls per year, 75% of which are for medical "emergencies". At present all such medical "emergencies", even of a relatively minor level, require transport to Hyannis, which can create a strain on the Department's resources if there are multiple calls. Wellfleet does have reciprocal arrangements with neighboring towns. Even so, the department's time spent on transit for minor medical cases seems inefficient.

The Department has 2 ambulances on call at any given time with a third as a backup. Staffing is provided by 8 full-time employees on a rotating basis who provide 24 hour coverage in pairs. The remainder of the force is on a "call" basis available by pager.

The greatest fire risk at present is the town center, because of the age and density of buildings, and the lack of a central water supply. The Fire Department strongly supports the build-out of the municipal water system for improved fire protection.



Wellfleet's changing demographics will require more EMS services for an aging population. An older populace also reduces the potential pool of call staff. The Chief sees the need for more full-time staff to address this dual circumstance.

Personnel issues affect the Fire Department as they do other town agencies. Lack of affordable workforce housing means that staff increasingly live out of town and are unavailable for emergency call-back and response. The diminution of younger workers and families mentioned above constricts the pool of likely recruits for the part-time "call" staff.

The Fire Chief sees a need for an emergency notification system. A reverse 911 system or text messaging notification should be considered as mentioned in the section on Police & Public Safety. Failing such a system, the Town should strive to maintain a complete and updated list of resources, both physical and of personnel, for shelter and assistance.

With the construction of the new Fire Station on the Gutsy Bender site, the Department should be set for facilities for the short and middle term.

Wellfleet Fire Department Calendar year 2006					
Response Statistics					
Total responses					
EMS responses		906	75.9%		
Fire responses		209	17.5%		
Other responses		79	6.6%		
	Total responses	1194	100%		
July and August		Number		Percentage	
EMS Responses		275		30%	
Fire Responses		77		37%	
June 1 through September 30		Number		Percentage	
EMS Responses		428		47%	
Fire Responses		129		62%	



Specific Planning Goals for the next five years:

1. Build the new fire station.

Responsibility: Fire Department, Board of Selectmen

2. Build out municipal water supply system.

Responsibility: Water Commissioners, Board of Selectmen

3. Establish an emergency notification system and/or community resource network of people and facilities available to Townspeople in an emergency, particularly in the cold weather months.

Responsibility: Police & Fire Departments

4. Complete housing initiatives which will make Wellfleet affordable for fire officers, including potential "call" personnel, and their families.

Responsibility: Wellfleet Housing Authority & Partnership, Board of Selectmen

Public School Facilities and Resources

Mission Statement of Wellfleet Elementary School: *To ensure that each student develops skills, knowledge and respect for themselves and others. These are the foundation of life-long learning, responsible citizenship, and the realization of individual potential. We will accomplish this by providing a rigorous curriculum, outstanding teaching, and family and community involvement.*

Wellfleet has a long and honored tradition of supporting education. Throughout our history we have been willing to provide for future generations as a priority. Townspeople continue to take justifiable pride in our village school which serves as a focal point of the community and provides quality individualized learning.

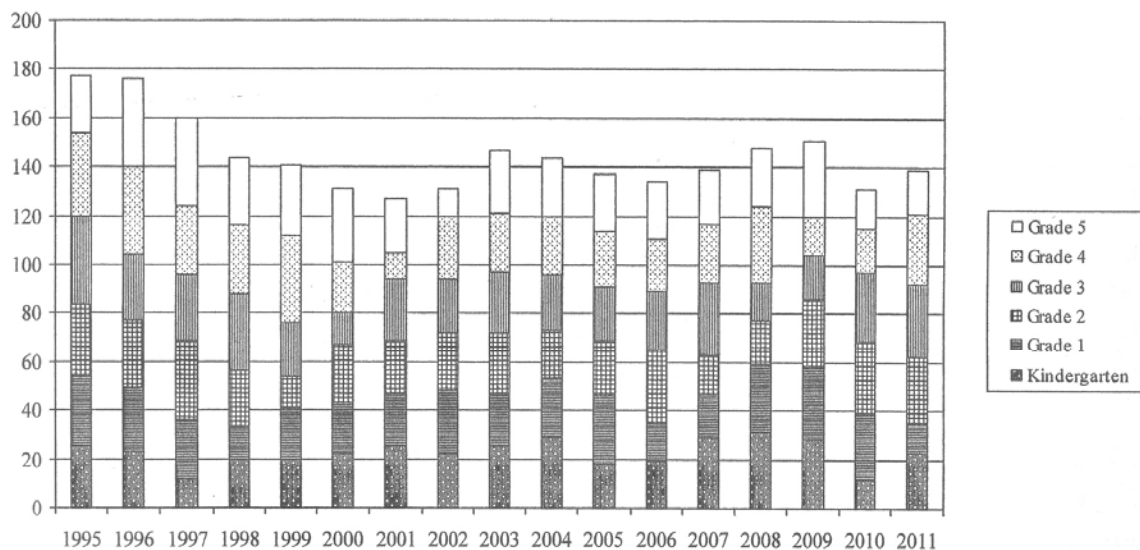
The Nauset Public Schools Strategic Plan- Goals are attached hereto as indicative of the leadership and planning of our School Committee. (Attached hereto as Appendix)

Key issues facing Wellfleet in the next 10 years are the related questions of enrollment and cost. Predictions made 10 years ago that we would be approaching capacity (240 students) at the elementary school by 2005 have not come to pass. In fact enrollment declined steadily from 1995-2001 reaching a low of fewer than 130 students. From 2001-present enrollment has been between 130-145 students, and in fact is projected to increase slightly over the next two years. (see Chart below). Wellfleet has a policy of maintaining class size of 13-17 students although



financial considerations have made class size as high as 22 students. (Superintendent's population figures & projections attached hereto as an Appendix, and Wellfleet Elementary 2006-2007 class sizes attached hereto as an Appendix). While present trends are encouraging the shift of even a small number of families can have a dramatic effect on school population figures and affect economies of scale. For this reason we suggest below affirmative action to attract young families and for worst-case scenario planning.

Wellfleet Elementary School Enrollment



All data is based upon enrollment on October 1.

Enrollment is projected using a statistical model called Cohort Survival. Future enrollment is forecast based on average increases and decreases in population or enrollment at each grade for the prior five years. It projects how many cohorts will "survive" as a class moves through a school. In or out migration trends increase or decrease "survival". The model relies entirely upon the past and upon accurate census information for zero to four year olds.

Wellfleet's present per pupil cost is \$13,896. This figure is 11-12% higher than our neighboring towns of Eastham and Orleans. (relative per pupil costs attached hereto as Appendix). However, it is some 11% lower than Truro's per pupil cost of \$15,560. Part of Wellfleet's relatively high regular day cost is because of the integration of special needs students into regular class environments, a policy which the School Committee believes educationally important. Wellfleet citizens should support such a policy.

An inequitable state reimbursement formula, which bases aid largely on property values rather than income, adds to our financial challenges.

School Committee members and administrators have taken initiatives to achieve economies by combining regional resources. Wellfleet is fortunate to be part of the Nauset regional system which provides a degree of insulation from individual town enrollment variations through shared



services and collaboration. However, as Nauset Regional Middle School and Nauset Regional High School enrollments decline a projected 14.5% and 32.5% respectively over the next 5 years, pressure to find additional cost savings will mount. We must find creative way to minimize the tax burden.

The School Committee cites community engagement as a priority in its strategic planning. We support continued efforts to maximize community involvement and usage of the school facility and resources, to the extent they are not needed or utilized for the school children.

Wellfleet should plan proactively against potential scenarios of enrollment declines while working assiduously to prevent such declines, increase our viability as a residence for young families, and to rectify unfair and inadequate state and federal support. Fortunately, with the Town's history of strong support and leadership of Boards and staff, we can move ahead on several fronts.

Specific Planning Goals for the next five years:

1. Complete initiatives which will make Wellfleet affordable for families and thus welcoming to more children of school age. Affordable housing and economic development are inexorably linked to families and school enrollment.

Responsibility: Wellfleet Housing Authority & Partnership, Board of Selectmen

2. Join with other "property-rich" towns to continue to seek a more balanced school aid formula. The present formula penalizes towns such as Wellfleet which are property-rich but relatively income poor.

Responsibility: Board of Selectmen, School Committee, State Representative & State Senator

3. Develop contingency plans for maintaining our village school even under "worst case" scenarios of enrollment decline and/or per pupil\cost increases.

Responsibility: School Committee working with School Administrators

4. Continue to develop plans to utilize Wellfleet's school building as a community center. More community programs, continuing a fully funded after school program, pre-school and day care programs can make this facility an even greater focal point of community pride and activity.

Responsibility: School Committee working with PTA, Recreation Dept., Senior Center and other Town committees as appropriate



Recreation

In addition to its wealth of natural unspoiled landscapes, Wellfleet offers a variety of organized recreational activities. For much of the year the Department operates with a single administrator, expanding to include additional personnel for the summer months. Considering this fact, the breadth of programming is remarkable. In 2006 the Town offered over 50 separate recreational programs or events ranging from swim instruction for toddlers to art and yoga for adults. These programs are invaluable not only in and of themselves, but are a definite attraction for visitors and summer tourists, especially families.

The Department totally staffs and maintains the Playground and Skateboard Park and oversees the ball fields and tennis/basketball courts in conjunction with the Department of Public Works. In the fall, winter and spring the Department offers recreational soccer, basketball and baseball/softball for elementary and high school youth. Also offered is group tennis instruction for elementary students and open gym basketball for adults. The Department sponsors both local and regional tournaments and special activities throughout the year.

With the summer influx, the Department increases its activity level to include weekly square dancing for all ages, swim instruction, several road races and summer camp and tournaments. Activities for adults include road races, tennis tourneys, basketball, yoga and art instruction. In the summer these activities are fee based and generate enough profit to be self-sustaining and support programs offered to local school children throughout the year.

The most popular activities are those with a multi-generational reach, and those which have been partnered with private members/organizations of the Community. For example the Oysterfest was an idea that came from the Recreation Department, but only became a reality when partnered with the local Shellfish Advisory S.P.A.T. Conversely, when a group of adults wanted to form a basketball team, it was the Recreation Department that reached out to the local high school and coordinated agreements for use of the gymnasium.

It is apparent that the Recreation Department is not solely responsible for creating and implementing the Townspeople's recreation. Its greatest reach is when it is used as a conduit of ideas. With limited resources of personnel and money, Wellfleet needs to support not only existing programs, but look at ways the various departments and community groups such as the Council on Aging, Preservation Hall and the Historical Society and private groups such as Audubon and Chequessett Yacht and Country Club can work and plan together to generate possibilities for the future, especially with respect to our growing retiree population.

In 1998 the Harvard Graduate School of Design had its students study Wellfleet and made recommendations dealing with walk trails and other aspects of town life. No follow up has ever occurred. We encourage the Recreation Department, in conjunction with the Open Space Committee and Wellfleet Conservation Trust, to review this report and make recommendations to the town regarding further establishment of walking and/or bike trails.



Finally we note again and applaud the initiative of the Recreation Department in promoting activities in conjunction with Wellfleet's OysterFest week-end. We suggest that the Department consider expansion of "off-season" activities, including sponsoring a recreationally focused event, such as a Kayaking Festival, as one which would benefit the Town in many respects.

Specific Planning Goals for the next 5 Years

While not a specific planning goal we encourage the Recreation Department, first and foremost, to adopt a Long Range Vision. Considering its staffing and budget the Department has done a phenomenal job. Even though some of our specific suggestions may have been thought of previously or tried before, with a renewed commitment from departments and interested private enterprises, possibilities not only shake themselves out, but successful ongoing implementation often occurs. We encourage the Department, therefore, in developing its annual budget, to meet with various Town departments, committees and private groups to develop a long range plan. Within that process, of course, realistic costs and fees/sliding scales need to be researched and worked out.

1. Consider increased Fall/Winter/Spring activities, especially for seniors, in collaboration with the Senior Center, including expansion to include such areas as memoir writing, walking groups, current events discussion groups.

Responsibility: Recreation Department, Council on Aging Director, Board of Selectmen

2. Review the Harvard Graduate School of Design 1998 report and recommend plans for walking & bike trails, including possible negotiations with private property owners and trail clearing requirements.

Responsibility: Recreation Department. Open Space Committee, Wellfleet Conservation Trust, Conservation Commission

3. Consider additional "off-season" recreational activities, such as a Kayaking festival, which could promote health and wellness and commerce for the Town.

Responsibility: Recreation Department, Chamber of Commerce

4. Explore Town sponsored Sailing Program in partnership with private groups or businesses such as Chequessett Yacht Club, as addressed in the long range outcomes of Herring River Restoration Project, and to possibly supplant present programs at Gull Pond which may become ecologically undesirable

Responsibility: Recreation Department, working with Chamber of Commerce & Harbormaster



Transportation & Roads

Transportation was not included specifically as a topic in the 1995 Comprehensive Plan except for opposition to widening of Route 6. The 2005 survey supports this sentiment, as the one transportation issue agreed upon by Townspeople.

Transportation affects many aspects of Wellfleet life. Our per capita expenditures for streets and highways exceed those of many comparable Massachusetts towns, and in absolute amount are substantial. Traffic levels and seasonal parking are problems in downtown and at ponds and beaches. Parking at ponds also creates environmental concerns. On the flip side, the Kendrick Avenue lot facing the harbor often has a parking surplus. Here the question is whether prime recreational land should be devoted to parking and is the best use of this land.

Improvement in mobility and easing of congestion were topics of the Harvard School of Design Study in 1998. That report suggested that walking paths be developed to knit together parts of Wellfleet, and to lessen the reliance upon automobiles and concomitant parking requirements. It further suggested that a parking area be established away from the Central Village with a small bus connector to it. Such a parking area and connector has in effect been established to handle Oyster Festival parking.

Purchase of the Catholic Church and its parking lot on Main Street has eased downtown parking in all but the busiest of summer weeks. Perhaps use of the Congregational and Methodist Church parking lots on an occasional basis could be negotiated to reduce congestion on Main Street and ease the plight of the visitor to Wellfleet.

Increased parking and/or connector services will not help the pedestrian unless improvements are made to existing sidewalks and additional sidewalks created. Our town is not pedestrian oriented especially for the elderly and physically handicapped. Commercial Street is particularly hazardous for the walker. Wellfleet should consider funding and mandating sidewalks in commercial areas.

Most of us regard the bicycle as a form of recreation or exercise, but in reality it is a mode of transportation. There are many among us who do not own cars, including the young, transient workers, and those who do not like to be dependent upon the automobile. The bicycle is becoming more popular, but Wellfleet is not bicycle friendly. The number of bikers on Route 6 is substantial and dangerous. The very popular bike trail has its terminus or beginning if you prefer, in South Wellfleet. Efforts should be made to expand the bike trail so that it would provide access to Wellfleet's town center as well as knitting together both sides of Route 6.

The Harvard Design Study envisaged a footbridge crossing Route 6 so that pedestrians and cyclists would not face the daunting task that now exists. Such a bridge might also make it possible to walk from the elementary school to the center of town with safety. The only crossing of Route 6 at present is Long Pond Road which is primarily a vehicle bridge.



In a broader view, the Harvard Study referenced the larger problem of access to all of Wellfleet including the harbor, shopping in the central village, and the galleries on Commercial Street without reliance upon the automobile. Wellfleet should consider a town plan which would include designs for readier access by means other than car.

One positive development has been the introduction of the Flex Bus in 2006, supported by the Cape Cod National seashore and Outer Cape towns, including Wellfleet. The provision of frequent year-round commuter transport has greatly increased mobility for residents and travelers without access to automobiles. Wellfleet should continue to support the Flex Bus as long as economically viable.

Specific Planning Goals for the next 5 Years

1. Develop a pedestrian accessibility plan for downtown Wellfleet that identifies parcels lacking adequate sidewalks. Develop zoning by-laws which would provide safe pedestrian accessibility in commercial areas of downtown.

Responsibility: Board of Selectmen, Planning Board, DPW Director

2. Devise plans for walking & bicycle paths which will knit together different sectors of Wellfleet, and provide easy access to central village galleries and harbor areas.

Responsibility: Recreation Committee, Open Space Committee, Board of Selectmen

3. Consider initiation of connector bus from satellite parking areas off Route 6, to be funded by local excise tax on room and meals.

Responsibility: Board of Selectmen

4. Extend and expand bike trail from South Wellfleet to Wellfleet

Responsibility: Recreation Committee, Board of Selectmen

5. Consider pedestrian and bicycle access across Route 6, including the possible construction of a footbridge.

Responsibility: Board of Selectmen

6. Evaluate use of Kendrick Avenue parking lot as best use of property.

Responsibility: Board of Selectmen, Recreation Committee, Marina Advisory Committee



7. Continue to support the regional Flex Bus as economically viable

Responsibility: Board of Selectmen

Note: Additional Community Facilities and Resources for which no specific planning goals for the next five years are included:

Wellfleet Public Library

Wellfleet's Library has earned well-deserved regional notice as a model for a small town. It serves as a center for intellectual enrichment, and a cutting edge resource for technological communication. In addition, the Library serves as a community center, both through its own educational and informational programs, and as a comfortable meeting place for Town groups. Finally, the Library has been the sole resource, private or public, providing technological resources that people need –especially the summer population –including internet access, wireless service, instruction on computer and internet use.

The Library is governed by an independently elected Board of Trustees who works closely with the staff and the volunteer support group, Friends of the Wellfleet Libraries. The approximate annual cost to residents is \$40 per person, which is a true bargain no matter how calculated.

In 2009 the Library will have been in its "new" location for 20 years, and will be eligible for additional State construction grants. Space needs already identified include a young adult area, a quiet reading room area, an information commons for technology for patrons, storage space and parking. As part of its site review the Library must determine whether needs can be met within the confines of the present building, by expanding to new areas on site, or whether additional facilities would have to be located on a neighboring site, if available.

Services for the young adult population, presently numbering 281, are a priority. The Youth Services Librarian has just received a \$5000 grant for this purpose and has submitted an additional \$15,000 grant proposal to further this area.

The Library has a rich store of at least 100 oral/video histories done over the past 25 years which are in the process of being transcribed onto DVDs, with the assistance of the Library Friends. This DVD will be available in coming months. With ongoing additions, these interviews are an invaluable resource for present and future historical researchers.

Perhaps most exciting is understanding and responding to the concepts of Library 2.0 as a challenge over the next 5 years. In a nutshell, Library 2.0 is a project to provide user-centered change and services. Already the Library offers facets of Library 2.0 such as 24 hour availability for business whether or not the Library facility is open. Through Internet linkages, patrons are able to locate titles on a regional, state and even national basis, confer with a Librarian, and engage in a wide range of research services 24 hours a day, simply by accessing their library



card. When Library 2.0 is fully implemented, user participation in the creation of both physical and virtual services will be supported by a feedback loop of consistent evaluation. As part of this process, the Wellfleet Library will be conducting user surveys shortly, looking for as much customer input as possible and going forward based on the results.

The above is not to imply the Library itself will become irrelevant. There will always be a place for the personal service which embodies the present Library, and utilizing the building-based facilities, especially for those who do not have other access to the Internet. To this end, the Library found the experiment with Sunday hours was successful; Librarians would like to consider expanding such hours to year-round, and to open earlier than 2 p.m. on Monday, Wednesday and Thursday.

The Library has recently developed its own long-range plan which is incorporated herein by reference and included as an Appendix.

The Library is a vital component of Wellfleet's community, and clearly an important piece of any future information-based economy. At present it is self-sustaining and moving ahead on its own. Wellfleet should continue to offer its appreciation, support and constructive criticism.

Communications and Technology

The age of instant communication has arrived in Wellfleet. The Town website contains a compendium of information about town boards, meeting and upcoming events, and is a valuable research asset for anyone wishing to know town rules and regulations. As noted elsewhere, the Library has taken a leadership role in educating the populace as to how best to access information on the Internet, as well as providing the hardware for residents who cannot afford their own.

The commerce of the future will enable people to conduct their affairs increasingly via the Internet. Keeping our communications infrastructure up to date will remain an important challenge for Wellfleet's public as well as private sector.

Wellfleet has limited access to public television through the local Community Access channel. Selectmen's meetings are broadcast, but few other town events or meetings are. The Wellfleet Community Forum and the Non-Resident Taxpayers Association hold regular meetings and both groups share information, tape some programs for later viewing and provide an invaluable asset to the life of Wellfleet residents.

Comcast provides cable television and high speed Internet to a majority of Wellfleet residences and businesses, and offers telephone service as well. Wellfleet shares a public access Channel 17 with five other Lower Cape towns. A renewal of Wellfleet's Comcast contract is due by July 2009.

Selectmen recently authorized the creation of the Wellfleet Channel on cable Channel 18. It will



be owned and operated by and for the Town of Wellfleet and will feature taped and live government programs, public interest programs and information relevant to current events in Town. Channel 18 will have the capacity to show live and taped programming. It will be produced in Wellfleet and seen only on our own exclusive Comcast channel. With the ability to go “live”, our Police and Fire Departments can reach us with instant information during emergencies. So too with other timely information and programming.

With broadband Internet connection, programs playing on the channel could also be seen “streaming” over the Internet on the Channel 18 website. The Board of Selectmen’s meetings and other programs could be archived on the Channel’s computer and be replayed on the website by anyone, at any time, from anywhere. This increased access to our government and community will provide information and entertainment to those unable to be present at Town Meeting and other Wellfleet functions.

Town meeting continues to be a vital and important forum for public involvement and certainly the personal dynamic of being in attendance cannot be replaced even by video broadcasts. To the extent the need for increased awareness can be balanced with the value of interaction in person, we support these efforts of expansion.

Senior Center (COA Facility)

Constructed in 2004, Wellfleet’s Senior Center has fast become an important hub for community activities, for seniors, for children, and for community groups. Its generous meeting rooms give Wellfleet a comfortable and pleasant facility.

The present building should serve the town well for the foreseeable future. The issue of whether to provide an emergency generator deserves serious consideration. Public safety officials identify a long-term power outage, particularly in the colder months, as a potentially life-threatening problem for the Town’s seniors especially.

There have been discussions over the past few years of an expanded senior campus with housing and medical facilities, adjacent to or near the Senior Center. To date, no firm proposals have come forward.



Section 6 – Community Housing

Goal: To promote the provision of fair, decent, safe, affordable housing for rental or purchase that meets the needs of present and future Wellfleet residents. The Town shall continue to strive toward meeting the state goal of 10% of housing as "affordable".

Over the past 20 years, Wellfleet has begun to deal with the growing problem of housing affordability. Perhaps most important has been the simple recognition that housing for young families, single parent households, persons with disabilities, and increasing numbers of seniors is escalating out of affordability for all but a few. By establishing first the Housing Authority and then the Local Housing Partnership, Wellfleet has acknowledged the import of maintaining fair, decent, safe and affordable housing as part of retaining the Town's historic character.

Housing trends have continued to put a squeeze on low and middle income families who wish to live here. These trends have been well documented over the past 20 years, most recently in the Housing Needs Assessment by John Ryan in June, 2006 (attached as an appendix). As Mr. Ryan graphically notes, these problems show no signs of abating. In fact, the figures as well as strong anecdotal evidence suggest that affordability of housing for professionals such as teachers, police, and firefighters is already problematic. Families with children, especially those headed by a single parent, are decreasing in proportion to the population. Seasonal businesses have had to resort to providing housing for their workforce.

Progress has been made. Twenty two affordable homes and/or rental units have been built; many of these came about in part or whole because of Wellfleet's generosity as expressed in Town Meeting which has donated or secured land for 20 units to date. Plans are underway for an additional 12 units of affordable housing to be built and/or provided by the Town. In addition a new affordable housing exception to zoning requirements passed in 2003 makes it possible for residents to add affordable accessory units where such units would not otherwise be permitted, with added proportional property tax breaks. To date 16 such accessory units have been approved and additional applications are in the pipeline.

These developments are real and substantive. Nonetheless, it is increasingly apparent that in the short run, we are making only small dents in the problem –and have a long reach to the state goal of 10% affordable housing in the Town. At present only 2.7% of the housing in town is classified as "affordable". To reach the goal of 10% would require nearly 100 additional affordable units even assuming an unlikely near-zero growth in Wellfleet's housing stock. In fact, given the relative dearth of buildable real estate (about 60% of Wellfleet is public park or otherwise unavailable for building), this goal may remain elusive.

To address our housing needs, Wellfleet must expand its vision beyond traditional solutions. These should include consideration, at least in the short term, of a process to create funds of money to support those who wish to live here. Issues such as first and last month and security deposits are often obstacles to prospective renters with limited resources. Similarly, down payments and/or qualifying for traditional mortgage financing are often insurmountable barriers



for first time home buyers. Provision of interest-free loans or grants for qualified residents for such purposes are options we should explore.

Wellfleet should consider additional incentives for homeowners to create affordable accessory units. Tax breaks, in and of themselves, may not be enough. A relatively small pot of grant or interest-free loan money to create such units could provide significant short-term benefits.

An encouraging note is the creation of pilot programs to subsidize rentals for needy families and to assist homeowners who wish to convert a part of their home to an affordable accessory unit. In November, 2006, Town Meeting unanimously approved expenditure of \$60,000 of CPC funds to fund these two pilot programs for a year and to investigate other "non-traditional" sources of affordable housing.

Wellfleet should explore the possibility of using Town property within the National Seashore for affordable housing units. Such exploration should include new construction, such as the proposed Senior Housing in proximity to the New Senior Center, additional subsidized units to be built under the aegis of the Housing Authority, and taking over some units which the Seashore intends to destroy or abandon. Again, promising beginnings are in motion as Wellfleet and neighboring towns are pressing Seashore officials to confirm that affordable housing *in various modalities* is indeed one of the permitted "municipal usages" allowed in the Seashore.

Wellfleet should pursue possible land swaps to facilitate sites for affordable housing. The Town owns parcels both within and without the National Seashore which, for various reasons, are not suitable for housing. By swapping, either with the Seashore or with private parties, the Town might be able to obtain land for which access or use would be usable. In addition to land swaps, Wellfleet should sell some undersized lots which the Town presently owns to abutters, and use the funds generated to support affordable housing initiatives.

Given the shortage of available land for building new housing, Wellfleet needs to be aggressive in assessing possible existing sites for affordable development. Other Cape towns offer tax abatements to landlords who convert their properties from seasonal to affordable year-round units. Since over 50% of Wellfleet's housing is seasonal, even a small per cent of such "conversions" could have a significant impact.

Housing advocates have suggested the consideration of acquiring extant trailer park facilities and/or the possibility of converting current "seasonal" condominiums on a case by case basis to year-round use provided they create community housing. These ideas merit exploration.

Title problems related to Town owned properties have hampered the development of several housing projects. Some of these arise from "tax default taking" of properties, for which title companies are unable to insure clear title. Given the critical need for affordable housing, and the relative paucity of suitable sites, resolution of such title issues should be a top priority. Heightening this issue is the stated willingness of Habitat for Humanity to build homes in Wellfleet if we can provide a suitable site.



To maximize use of available land, the Town should aggressively support Smart Growth policies such as establishing overlay districts which will have minimal impact on the Town's character and ambience. Major stumbling blocks to establishing cluster dwellings (the development of which have been encouraged by MGL 40R, and for which zoning provisions could easily be made) in or near the Central District are the need for adequate water and septic facilities. Town Authorities need to recognize the far-reaching effects of failure to deal with these issues and find ways to resolve them. Until and unless the Central District has upgraded facilities, efforts to increase the stock of affordable housing will either have to deal on the margins or risk serious change to Wellfleet's character. In the meantime, Wellfleet should consider zoning amendments, specifically to allow more flexibility in conversion of dwelling use, provided such conversion produces additional affordable housing.

All of these issues and recommendations are discussed in the Wellfleet Community Action Plan developed by John Ryan in conjunction with members of the community during the Summer and Fall of 2007 (attached as an Appendix).

In this context, we reiterate and affirm the following general goals from the 1995 Comprehensive Plan:

1. To promote equal opportunity in housing, and also to give special consideration to meeting the housing needs of the most vulnerable segments of Wellfleet's population including, but not limited to very low income (50% of median income), single heads of households, racial minorities, people with AIDS, the elderly, homeless, disabled , and others with special needs.

Responsibility: Town Meeting, Town Committees & Administrators, Housing Authorities

2. To seek out, support and encourage the development of innovative strategies designed to address the housing needs of Wellfleet residents, with particular attention to the needs of low and moderate income renters.

Responsibility: Town Meeting, Town Committees & Administrators, Housing Authorities

We further offer the following affirmation and revisions to the 1995 Plan's Implementation Plan:

1. Continuing the expanded function of the Wellfleet Housing Authority in conjunction with the Local Housing Partnership to develop local housing policies, reviewing affordable housing proposals within the Town, and recommending actions by the Town in support of affordable housing.

Responsibility: Board of Selectmen, Housing Authority, Local Housing Partnership

2. Update local needs assessment every three years.



Responsibility: Housing Authority

3. Prepare & Update annually a local housing plan based on the needs assessment and progress made which is consistent with the regulations and guidelines governing MGL Chapter 40B with specific attention to identifying and meeting the needs of the special needs groups identified in Goal # 1 above.

Responsibility: Housing Authority

4. Inventorying public and private land suitable for the development of affordable housing. Recommend land swaps where desirable to create buildable plots. Recommend sale of undersized lots to abutters with proceeds to be used to support housing initiatives.

Responsibility: Local Housing Partnership; Board of Selectmen, Open Space Committee

5. Amending the Zoning By-Law to require that residential construction and redevelopment projects of 10 units or more provide at least 10% of the proposed units as affordable units.

Responsibility: Planning Board, Housing Authority

6. Amending the Zoning By-Law to require that residential subdivision plans of 10 units or more provide at least 10% of the proposed units as affordable units.

Responsibility: Planning Board, Housing Authority

7. Amending the Zoning By-Law to permit the conversion of cottage colonies and other seasonal dwelling units into permanent year-round affordable housing where appropriate to the site's characteristics and availability of services.

Responsibility: Planning Board, Housing Authority

8. Amending the Zoning By-Law for Intensity of Use to permit easier conversions of use, provided such changes produce additional affordable and/or community housing units on an ongoing basis.

Responsibility: Planning Board, Housing Authority, Board of Health

9. Seek federal and state funding assistance for the conversion of small buildings near the Town Center for affordable housing.

Responsibility: Housing Authority, Local Housing Partnership

10. Continue to have the Town donate or lease buildable parcels of Town-owned land for



affordable housing.

Responsibility: Housing Authority, Local Housing Partnership, Open Space Committee

11. Ensure that Town assessing practices take into account the adjusted value of permanently affordable housing.

Responsibility: Individual Homeowners working with Board of Assessors, Housing Authority

12. In the short term, continue to contract with the Lower Cape Cod Development Corporation or other appropriate organizations to administer affordable housing units, including those created by private developers under incentive or inclusionary zoning regulations and those created under the auspices of the Housing Authority.

Responsibility: Board of Selectmen, Housing Authority

13. Investigate, identify and recommend as appropriate the creation of special Wellfleet Affordable Housing Funds to assist qualified renters and or home buyers, including provisions to administer the funds, and the criteria required to receive funds.

Responsibility: Housing Authority, CPA Committee

14. Review and recommend additional appropriate incentives for homeowners to develop accessory affordable units.

Responsibility: Housing Authority, Planning Board

15. Consider tax abatements and/or incentives for homeowners to convert rental properties from seasonal to affordable year-round units

Responsibility: Local Housing Partnership, Board of Selectmen

16. Pursue the possibilities of using Town-owned land within the National Seashore for affordable housing units, either by building new units for qualified populations, by taking over abandoned premises and sites, or by land swaps of peripheral Seashore properties for Town owned land within the Seashore

Responsibility: Board of Selectmen, Local Housing Partnership

17. Investigate and clear title for Town owned properties which have questionable titles.

Responsibility: Housing Authority, Board of Selectmen & Town Counsel



18. Implement Smart Growth policies of cluster housing and overlay districting in the Central District, provided adequate water and septic facilities are available.

Responsibility: Housing Authority & Partnership, Zoning Board, Board of Selectmen

19. Investigate the possible acquisition of current trailer park facilities as viable community housing.

Responsibility: Local Housing Partnership, Housing Authority



Section 7 – Historic Preservation and Community Character

Goal: *To protect and preserve the important historic and cultural features of the Town's landscape and built environment that are critical components of Wellfleet's heritage and economy.*

The center of town has, in most respects, a well-preserved 19th century quality. Most of the buildings date from the early to middle 1800's, including some 40 art galleries and a variety of craft shops....Uncle Tim's Bridge spans Duck Creek and leads to Hamblin Park from which there are impressive views of Wellfleet Harbor, the marina and Cape Cod Bay. The west end of Main Street has fine examples of Greek revival houses, while on School Street there are original 18th century Cape houses. The Congregational church tower houses the Town's clock, unique in the world for tolling time using the system of ship's bells rather than the conventional 12-hour system. Taken as a whole, there are no other places left on Cape Cod that look so much like a 19th century fishing village as does the center of Wellfleet.

- Excerpt from the Wellfleet 1995 Comprehensive Plan

Our Town Center's unique character is, if anything, even more so today than it was 12 years ago. As a community we need to cherish and preserve this asset, not only for its intrinsic value, but as a cultural, educational and, yes, even commercial asset which can help stimulate the kind of growth and development we seek.

The 1995 Comprehensive Plan identified sites listed on the National Register of Historic Places and other historic sites in Wellfleet. Also identified were significant prehistoric or historic archeological resources; numerous scenic landscapes; historic town centers in Wellfleet; historic churches and lighthouses and scenic roads.

The current Wellfleet Historical Commission, in concert with the Wellfleet Historical Society, has done a remarkable job of preserving, protecting and developing such historical and archeological assets. Passage of the Community Preservation Act two years ago has opened up significant potential sources of money for historic preservation, now beginning to bear its first fruits with the rebuilding of Uncle Tim's Bridge, and ambitious plans percolating to expand the Historical Museum and preserve the former Catholic Church as Preservation Hall.

Such opportunities may not remain for long. The 1995 Plan identified major threats to our historic, scenic and archeological resources as coming from intensive summer usage of land and resources along with accompanying construction and development pressures. Such threats have not abated. The 1995 Plan recommended establishing Historic District Study Committees to start a state-regulated process under Mass General Law Chapter ch.40C which allows the creation of Local Historic Districts when accepted by a two-thirds vote of Town Meeting. Areas within the designated districts can then be protected from "inappropriate alteration."



Taking such action seems of even greater urgency with respect to the already identified Wellfleet Central Historic District and Pond Hill School Historic District in South Wellfleet as well as other already designated individual sites. These Historic Districts and Historic Sites were accepted in 1989 for listing on the US Department of Interior's National Register of Historic Places. Such acceptance recognizes the historical and architectural importance of the areas and gives some protection from demolition or substantial alteration, but without the Local Historic District designation, provides little legal basis for preservation.

Creation of a Local Historic District Study Committee will mandate a property owners' opinion survey, and preparation of educational materials accompanied by a Committee Report. The report and application will then be submitted to the Planning Board and to the Massachusetts Historical Commission; a public hearing will be held; a by-law drawn and presented to Town Meeting for approval of a Local Historic District and a Local Historic District Commission. Once completed, this process allows Wellfleet, and Wellfleet alone, to promulgate special rules and regulations to better protect Historic Districts and individual sites.

Specific Planning Goals for the next five years:

In recognition of the importance of preserving Wellfleet's historic resources, we strongly suggest this recommendation be implemented as an overriding priority in this area:

1. Establish a Local Historic District Study Committee, comprised of members with a strong technical background to undertake surveys of the Wellfleet Central Historic District, Pond Hill School Hollow Historic District and individual Historic Sites previously identified; to recommend any or all of these sites for designation under the state statute; to prepare a Report and application as mandated under Mass GL ch.40C. for submission to the Planning Board and Massachusetts Historical Commission.

Responsibility: Board of Selectmen, Historical Commission, Planning Board

2. Recommend the adoption of a local Historic District Commission to Town Meeting, designating boundaries and incorporating measures to ensure the integrity of the local historic districts.

Responsibility: Board of Selectmen, Historical Commission, Planning Board

As important but subsidiary goals we support the Historical Commission's ongoing efforts to accomplish the following goals:

3. Reorganize & complete documentation list of historic sites in town, including buildings, archeological and cultural sites

4. Cooperate to expand, restore and preserve local audio and video history archives.



-
- 5. Support efforts of Wellfleet Historical Society to stabilize, expand, and improve the present facilities. (CPA funding proposed)**
 - 6. Support efforts to preserve historically important aspects of former Catholic Church.**
 - 7. Preservation & Restoration of Pond Hill School as a Community Center in cooperation with South Wellfleet Neighborhood Association and Drummer Cove Neighborhood Association.**
 - 8. Restoration of Uncle Tim's Bridge & Historic Landscape on Cannon Hill (CPA funding approved and already in process)**
 - 9. Cooperation with SPAT and Historical Society to document shellfish industry, including pre-historic times.**
 - 10. Restoration of Peace Angel, Xavier Gonsalves sculpture on Town Hall & WCTU Water Fountain in front of Town Hall.**
 - 11. Documentation of history of South Wellfleet Fire tower, Holbrook Ave RR Tunnel and other RR sites**
 - 12. Identification and documentation of International Style Houses in cooperation with Cape Cod Modern House Trust**
 - 13. Protection of archeological sites**
 - a. identification & protection of Native American sites as possible;**
 - b. documentation & preservation of historic ponds, brooks & springs;**
 - c. identification & documentation of various aspects of salt drying works.**

Responsibility for all of the above: Wellfleet Historical Commission working with other Groups as named and the Community Preservation Committee



Section 8 – Human and Health Services and Resources

Goal: *To assure, maintain and improve when necessary, health and human services for the residents of Wellfleet.*

Human Services and Resources

The soul of a community is measured by how it treats its members who are least able to help themselves. The poor, the hungry, the homeless, the disabled, the sick, the abused and neglected—how we treat these populations speaks volumes about who we are. Wellfleet has a long and proud tradition of reaching out to help the needy. From its very inception there have been church and volunteer groups striving to ensure that Townspeople's basic necessities were met. More recently, Wellfleet has been generous in supporting, financially and morally, a wide range of human services (see List of Contracted Human Services attached as Appendix hereto).

In tandem with this history of generosity is traditional Wellfleet resistance to anything resembling a "handout". Many human service needs remain "invisible" due to Townspeople's reluctance to ask for help. Yet there are human service needs in Wellfleet which may perhaps be more palatably characterized as a "helping hand" or a "hand up" rather than a "hand out".

Wellfleet's human service needs do not register high on the list of surveyed priorities. Given the low visibility and scant public discussion, this result is not surprising and does not necessarily reflect indifference as much as a lack of awareness. When asked directly, Town Meeting has almost always responded positively to human service requests.

While statistics are incomplete, poverty and affordability are genuine issues in Wellfleet. In 2001 the percentage of families with children under 5 years living below the federal poverty line was in double digits. In 2006, nearly 5% of Townspeople had been homeless within the previous 24 months; another 10% had either received emergency housing aid or been forced to move seasonally. These numbers go beyond the unemployed to the "working poor" who increasingly cannot afford to live in Wellfleet.

On the Cape one out of four people are dealing with hunger and nutrition issues. The Wellfleet Food Pantry operated by Lower Cape Outreach reports the following alarming statistics; in 2005 they provided food for 363 different Wellfleet residents; in 2006 this figure was 579 different residents, and in 2007 to date this figure is up 78%! Similarly, demands for Wellfleet holiday turkeys and hams nearly doubled from 2005 to 2006. Significantly, the Pantry Director reports that she is seeing larger numbers of working families, not just those who are temporarily out of a job. The Congregational Church's Mustard Seed Kitchen has experienced similar increases in demand for food and meal service, though their efforts are directed more toward Wellfleet's growing senior citizen population

Wellfleet has no homeless shelter, but we know that 118 residents from Wellfleet were served by the Interfaith Council for The Homeless in 2006. (See Town Report for Wellfleet Massachusetts: The Human Condition 2001 Project attached as Appendix hereto and Interfaith Council for The



Homeless Client Statistics for 2006 attached as Appendix hereto).

Regional programs exist for people with drug and alcohol addictions. Similarly there are programs to help the disabled, or those with chronic illnesses such as AIDS. With the exception of services provided at Outer Cape Health, all require access to transportation to reach providers.

Our COA staff does a good job providing community services. These include Meals on Wheels, fuel assistance, counseling and wellness programs and individual services to elderly and disabled residents. However, the COA Director states her staff is not large enough to cope with mounting demands of a rapidly aging population, to say nothing of human service demands of the non-elderly.

As Wellfleet's senior population increases, so too does the number of elderly in "at risk" situations. Many seniors are one illness or incident away from having to move from their homes into some form of group housing –of which Wellfleet has none at present. There is a crying need for RN services on demand or on call, for legal and CPA services and for Elder services in general for Wellfleet's seniors. Demand will likely outstrip the COA's present resources.

Villages in Town of Wellfleet, Massachusetts
Prediction of Future Senior/Elder Populations: 2010 - 2035

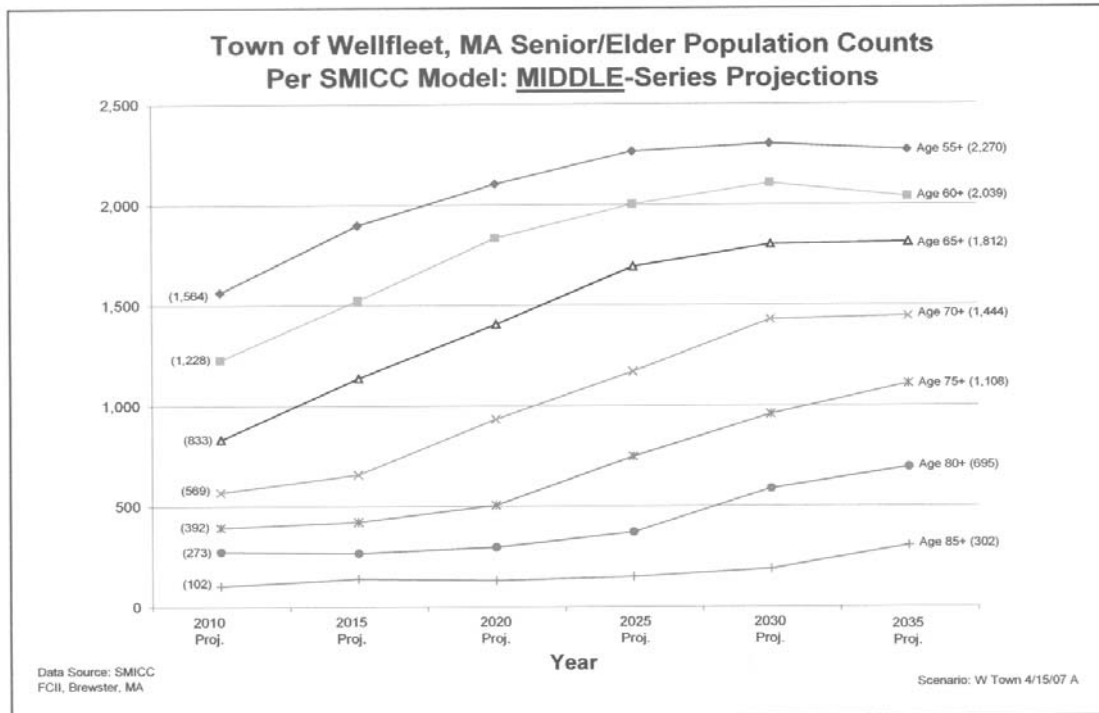
"Wellfleet": Census 02667						
Year	2010	2015	2020	2025	2030	2035
Age 55+	1,564	1,898	2,103	2,264	2,303	2,270
Age 60+	1,228	1,524	1,835	2,002	2,106	2,039
Age 65+	833	1,137	1,404	1,693	1,803	1,812
Age 70+	569	658	934	1,169	1,428	1,444
Age 75+	392	420	504	748	959	1,108
Age 80+	273	265	295	369	587	695
Age 85+	102	139	131	148	187	302

Population Density

Gender



Town of Wellfleet, Massachusetts Prediction of Future Senior/Elder Populations: 2010 - 2035



Data Table

Gender Predictions

Another concern is the safety net for victims of domestic violence and abuse. At present a Townsperson's sole remedy is to go to the police; understandably many "victims" are reluctant to take that as a first step. Other resources are available, but these are outside the confines of Wellfleet and not readily accessible in emergency situations. In fact time and distance involved in getting to providers was ranked as the top barrier to accessing human services by Wellfleet residents in 2001. Wellfleet needs an accessible network of overnight "safe houses" for those in immediate danger of abuse.

Not all services can or should be provided by Wellfleet alone. Many human services must be regional –but there needs to be local contact and coordination. The 1995 Local Comprehensive Plan called for the establishment of a Town Coordinator to provide an anonymous, supportive stopping place for people in need of human services. We reiterate that call as an important first step in providing one-stop shopping for those among us in need. Affordable housing advocates have noted the need for a part-time coordinator; these two areas are often overlapping and might logically be handled by one person.

Many human services will continue to be on a County basis. It is troubling that Barnstable County's Human Services budget fluctuates on the amount of real estate transactions the prior year. If we are serious about caring for our poor, our homeless, our disabled, our sick and our



elderly, then we must provide a reliable source of funding for County Human Services.

Specific Planning Goals for the next five years:

1. Establish a paid part-time Human Services Coordinator position to serve as ombudsperson and coordinator for human service agencies, private and public, including housing opportunities, in Wellfleet. To be on call 24 hours a day. To be supervised by the COA Director, and to function in coordination with present COA programs. At a minimum to coordinate access and resources for programs affecting homelessness, hunger, domestic violence and abuse, health, addiction, and wellness issues, programs for disabled and senior citizens.

A. Establish a confidential list of "safe houses" for overnight emergency shelter.

Responsibility: Board of Selectmen, COA, Wellfleet Housing Authority

2. Initiate proposals to insure adequate and reliable sources of funding for County Human Service programs independent of real estate excise fee revenues.

Responsibility: Board of Selectmen, Delegate to County Assembly, County Commissioners

3. Support the COA goal of "Aging in Place" as an alternative to nursing home care for an increasing senior citizen population..

Responsibility: Board of Selectmen, COA, all Town Boards & Agencies

4. Continue contracted funding of private service agencies from Town Funds.

Responsibility: Board of Selectmen

Health Services and Resources

Retention of an Outer Cape Health Clinic in Wellfleet was the top priority for both residents and non-resident taxpayers according to the Survey conducted in 2005, with 96% listing it as their number one goal. Folded into that was the need for a local pharmacy.

The era of the small-town general practitioner who served all ages at all hours has passed. With its demise many small town residents have been left without local primary care. Wellfleet has been fortunate in having had Outer Cape Health Services (OCHS) assume this critical role.

OCHS is a private, non-profit 501(c)(3) Federal Qualified Health Center managed and directed by an independent Board. Its stated presence and purpose via federal designation & funding, financial support and mission directs OCHS to care for the under and uninsured, those without



the wherewithal to finance the cost of their primary care. OCHS has become for many Townspeople the modern day "family doctor" (with significant additional technology and specialization). It is, in fact, the only provider of primary care on the Outer Cape (defined as Provincetown, Truro, Wellfleet & Eastham) with the exception of one office in Provincetown.

OCHS's health center on Route 6 serves as primary care facility for over half of our year-round population. During the summer months, OCHS expands its staff by 25% and is open 7 days a week. Outer Cape provides preventive, primary and non-emergency urgent care as well as specialist care and referral in virtually all areas though its credentialing arrangement with Beth Israel Deaconess Medical Center in Boston, as well as its Cape-wide referral network, and its Specialty Network for the Uninsured on Cape Cod.. The Outer Cape is a medically underserved region, and thus, OCHS receives federal funding, enabling it to provide services for all regardless of ability to pay.

In both 2004 and 2005 the number of patient visitors and number of visits to OCHS declined. Administrators cite several causes. The regional and national shortage of primary care providers, and competition in the marketplace to attract and retain such professionals are compounded by lack of affordable housing and the relatively high cost of living in our region. Lower patient numbers are thus in part due to OCHS's inability to staff as completely as it would like with primary care providers combined with the inadequate space of the present facility. In particular, OCHS's relatively low number of over-65 clientele (37%) relative to overall clientele (57%) of Wellfleet's population points out the opportunity and the challenge to provide more targeted care for this older age sector. As Wellfleet's population ages in coming decades, there will be greater attention to services for seniors, especially health-related. Many senior retirees presently maintain a primary care relationship with physicians from their previous home town, but are presumably likely candidates for more targeted elder services at OCHS. OCHS is presently considering such issues, both through enhanced facilities and staffing.

Wellfleet should encourage OCHS to move forward with such initiatives. The most common conditions of the elderly are arthritis, heart disease (of particularly high incidence in Wellfleet), osteoporosis and diabetes. Caregivers cite priority needs for the elderly as alcohol abuse, prevention and outpatient treatment; short-term inpatient treatment for mental illness; dental care and frail elderly services. Clearly not all of these needs can be addressed in part or whole by OCHS. It is incumbent upon Wellfleet's human service providers, including the COA administration, to encourage and initiate cooperative ventures with OCHS to see that the foregoing needs are being targeted and met.

OCHS's present facility of 3000 square feet is severely strained and presents a serious obstacle to additional provision of services.. In fact, OCHS states it needs over 25,000 square feet just to manage appropriately present operations. OCHS is considering expanding facilities at the present site; moving elsewhere on Route 6, or possibly moving to a third site off Route 6, including but not limited to the proposed Health Care Campus near the Senior Center. Administrators are committed to staying in Wellfleet, and are appreciative of the flexibility and cooperation shown them to date by Town Officials.



Transition to electronic record-keeping is beginning at OCHS which, in and of itself, will free valuable space now being occupied by paper records. It will also provide more efficient and timely maintenance of patient records, and help improve patient care and monitoring.

OCHS has a waiver to treat certain type of emergencies, and is presently rewriting its agreement with the Fire Department to provide as much flexibility as possible. However, by law certain type of emergencies can go only to an emergency room, which is not within the realm of contemplation of OCHS at present.

The need for a pharmacy in Wellfleet is urgent, and OCHS is seeking ways to provide that service within an expanded facility. As with many other areas, the key issue in establishing a pharmacy is availability of qualified personnel on a national level.. The dearth of quality affordable housing presents an added obstacle to enticing pharmacists, as well as other medical personnel. OCHS has an aggressive visiting and resident physician program as part of its recruitment program.

Wellfleet needs to take a pro-active stance in seeking to partner with OCHS (or other providers who might seek to offer services) to facilitate the establishment of a pharmacy as part of an expanded and improved health care facility in our town. It bears repeating that this issue was cited as top priority by both year-round and seasonal residents and deserves aggressive attention by town officials.

Another need in Wellfleet is primary dental care, especially for low income persons without insurance. Supply of such care does not meet demand, and even when available, often involves travel to Hyannis and beyond. OCHS is establishing a clinic in Provincetown which should provide some relief for Wellfleet. OCHS is facilitating better dental care on the Outer Cape as there is a strong correlation between good oral health and good overall health. Provision of dental insurance as a basic health right appears to be the only long-term solution to this problem and should be encouraged by our state and federal legislators.

Highly specialized care will probably never be cost-efficient in a small town like Wellfleet. Nonetheless the growing network of specialists available through OCHS's relationships with Beth Israel Deaconess Medical Center and with Cape Cod Hospital, means that Townspeople should be able to enjoy reliable quality health care in the foreseeable future.

OCHS is Wellfleet's largest private employer. As such it deserves the Town's support as well as constructive criticism and continued expectations of excellence. OCHS hopes for continued understanding in its quest for larger facilities, and appears receptive to the town's suggestions for improvements.

A related initiative is Cape Care, a regional insurance collective which would undertake to insure all Cape Codders. Wellfleet endorsed this concept at its 2006 Fall Town meeting. It is incumbent upon Town officials and citizens to keep apprised of this project's development.



Specific Planning Goals for the next five years:

1. Establishment of a pharmacy in Wellfleet.

Responsibility: Outer Cape Health Services, Human Services Committee, Board of Selectmen

2. Retain & expand primary care health facilities in Wellfleet.

Responsibility: Outer Cape Health Services, Zoning & Planning Boards as appropriate, Board of Selectmen

3. Complete housing initiatives which will make Wellfleet affordable for young physicians, pharmacists, medical personnel and staff and their families.

Responsibility: Wellfleet Housing Authority & Partnership, Board of Selectmen

4. Renegotiate agreement between Outer Cape Health Services and Wellfleet Fire Department to maximize usage of Outer Cape facilities for non-life threatening medical "emergencies".

Responsibility: Outer Cape Health Services, Fire Department

5. Support the inclusion of dental care as part of basic health insurance.

Responsibility: State Representative, State Senator, Assembly Delegate, Congressional Delegation

6. Encourage and promote the expansion of targeted services for the elderly as identified in Capital Link's Market Assessment for Outer Cape Health Services dated 01/22/2007 in coordination with improved human services, including transportation and case management.

Responsibility: Human Services Committee, COA Director & staff, Board of Selectmen

Note: All statistics and other health related data provided courtesy of Outer Cape Health Services and Capital Link Market Assessment for Outer Cape Health Services dated 01/22/02007.



Section 9 – Harbor and Marina

Goal: Maintain the environmental health, integrity and beauty of our Harbor and Marina facilities while exploring additional potential uses for recreation and economic development.

Our Harbor is what makes Wellfleet a rural coastal village. Commercial and recreational uses of the Harbor and Marina area are central, traditional elements of our Town's life. While obvious, it bears repeating that the Marina could not exist as an enterprise without a healthy Harbor. The same goes for traditional water-related commerce. Maintaining Wellfleet Harbor is thus of utmost importance for our town's very being.

From its inception the governance and financing of the Marina has been a curious hybrid. In November, 1989, Wellfleet created the Marina Enterprise Fund (under Mass General Law Chapter 44, Sec 53F1/2.) Enterprise Funds are maintained as separate accounts. While the Marina Enterprise Fund budget must be submitted and approved by Town Meeting, and included initially in the town's projected tax levy, for all practical purposes Enterprise Funds operate independent of the Town general funds. Should the Enterprise incur a loss, the loss shall be included in the succeeding budget; should the Enterprise produce a surplus, the surplus is kept in a separate reserve fund to be used for the purpose of the Enterprise.

The Marina Enterprise Fund (MEF) has traditionally generated enough revenue to pay all direct costs of the Marina including salaries—for certain costs, such as employee insurance, the MEF makes a contribution to the Town's General Fund.

Recent capital expenses for the Marina have come from sources outside Wellfleet's tax revenue. The new boat launch ramp was paid for entirely by a combination of state and federal grants.

Phase I of the Marina Restoration project, totaling approximately \$3 million dollars, is now nearing completion. This includes pier foundations, electrical repairs and a walkway around the Marina. It is being financed 50% by state grants and 50% by borrowing on the MEF, again not affecting our tax rates.

Phase II will fund repaving, resurfacing, regrading, reshaping, storm water catchment & mitigation, a station for boat washing and replacement of the present bathhouse. While grant money is being sought, it appears likely that the Marina will have to ask the town for financial support of part of Phase II. Considering the many direct and ancillary benefits the Marina brings to Wellfleet, such support is warranted.

Because of its unique status, Townspeople have often tended to view the Marina as somehow separate from town issues or financial questions. Exacerbating this problem has been the understandable preoccupation of the volunteer Marina Advisory Committee in recent years with securing funding for the restoration capital projects. As Wellfleet moves forward, it is important that we include the Marina and Harbor in all phases of planning, both as a treasure to be guarded and a resource to be developed wisely.



The Marina is one of Wellfleet's public faces and often the major source of contact for visitors. This face is not always what we would wish. The present sanitary facilities are stressed. Amenities for boaters are sparse. Testing over recent years has indicated occasional bacterial problems and increasing levels of nitrates in the water near the pier and on Mayo Beach, among other areas.

Enhancement of the Marina facilities, such as upgrading bathrooms and shower facilities, providing boat washing facilities and even the planned walkway around the perimeter, will add to the enjoyment and attractiveness of our Marina. We applaud the Marina Advisory Committee's forward thinking proposals in these areas and commend them to the Town's support.

Thorny issues have arisen for the Marina in dredging and disposition of beach spoils. Proposals have been made in recent years for disposition of beach spoils from the Marina area in locations which will help combat beach erosion and actually enhance the ecological health of the receiving area. The Harbormaster and Marina Advisory Committee have discussed problems with dredging and spoils disposition. Resolution of the issues involved requires further discussion with the National Seashore, Barnstable County (for use of the County owned dredge), the Massachusetts DEP, and may ultimately require intervention by the Wellfleet Selectmen or even our Congressional delegation. If not resolved the present impasse will cost our town, both in dollars and in resources not being optimally used.

The Harbormaster is charged with implementation of environmentally sound practices and policing the Harbor. At present his actual authority seems unclear. We call upon the Board of Selectmen to reaffirm the Harbormaster's unfettered authority in this crucial domain.

Even though expansion of the Marina in terms of summer slips and moorings would clearly generate revenue (as there is a waiting list of over 300), any consideration of expanded seasonal facilities must consider the likely environmental impact on the Harbor itself, the increased waste generated and the unusually delicate relationship between shellfish grants and boat slips existing in the Marina area. The present balance works for all parties, but circumstances exist that expansion could upset it. Moreover, we question whether planning for increased traffic on or off the water during the summer is in Wellfleet's long-range interests. Changes which potentially impact the Harbor in a negative fashion could ultimately prove detrimental.

While we are skeptical about increased Marina & Harbor usage during the summer months, we see great potential in development during the "off-season". Special events such as sailboat and kayaking regattas in May-June and September-October would seem well suited to an upgraded Marina facility. According to our Harbormasters, Wellfleet Harbor is one of the most studied bodies of water in America. Its relatively untouched waters provide a treasured laboratory for study and exploration. Organizations such as the Stranding Network and Woods Hole Oceanographic Institute have previously expressed interest in satellite operations in Wellfleet. Such ventures would seem a logical and environmentally friendly way to increase commerce and activity throughout the year.



And we see the Harbor as an ideal setting for study and travel groups who could, if properly managed, have minimal environmental impact and yet provide significant economic opportunities for Wellfleet residents. Groups such as Elderhostel would seem a natural fit to come to Wellfleet throughout the Fall, Winter and Spring –to study the ecology of the Harbor, courtesy of our many built-in "experts" –to stay, to spend and to leave behind valuable dollars to sustain us. Similarly many colleges sponsor off-campus specialized study semesters or a "January term" which seem well-suited to what Wellfleet has to offer.

We view the foregoing initiatives as the responsibility of the town generally, and not necessarily the job of the Harbormasters or Marina Advisory Committee. However, any such development must involve the Marina Advisory Committee and the Shellfish Advisory Committee as primary partners. The potential for development is present –but the potential for development done badly is also present –and development done badly could have disastrous consequences for our Harbor ecology and town as a whole. The recently completed Shellfish Management Plan 2007 (attached as an Appendix) outlines some of the calamities wreaked upon our shellfish industry by unfettered usage in the past, and also delineates the importance of protecting the Harbor's water quality, its biological and habitat diversity, and its unique status in Massachusetts as an environment supporting a naturally occurring oyster population.

Ten years ago a proposal for a Shellfish/Harbor/ Museum/ Exhibition Center gained widespread acceptance in town and seemed well on its way to implementation. It foundered, apparently for lack of financial follow-through, but remains on the books as a viable project. The recently acquired Beach Sticker office on the pier would seem a natural first home for such a center. With minimal winterization costs, this building could be converted for study and small classroom usage year-round.

We also encourage Town Officials and Town Boards to take an expansive look at the Marina and Harbor area, including the public Mayo Beach and Baker Field areas, and consider how these might best be utilized in all seasons to enhance Wellfleet as a beacon of environmental responsibility, beauty and harmony between man and his environs.

Specific Planning Harbor & Marina Goals for the Next 5 Years

1. Implement and support with Town Funds as necessary Phase II of the Marina Restoration Project, including repaving, re-grading etc., waste and storm water runoff, boat washing facilities, sanitary and other amenities.

Responsibility: Town Meeting, Marina Advisory Committee, Board of Selectmen

2. Consider appointment of a member of the Planning Board as a member of and liason to the Marina Advisory Committee.

Responsibility: Board of Selectmen



3. Recommend, plan for and implement upgraded bathroom and sanitary facilities at Marina

Responsibility: Harbormaster, Marina Advisory Committee

4. Negotiate arrangements for dredging and disposition of spoils with Barnstable County and National Seashore respectively

Responsibility: Harbormaster, Marina Advisory Committee working with Selectmen & Congressional Delegation

5. Affirm Harbormasters' authority to implement harbor safety practices and to police the harbor.

Responsibility: Board of Selectmen

6. Establish Shellfish Museum and Study Center in present Beach Sticker shack, including consideration of possible winterization and usage as study center in non-summer months.

Responsibility: Harbormaster, Marina Advisory Committee, Shellfish Constable & Shellfish Advisory Committee, Board of Selectmen

7. Investigate non-summer activities for Marina/ Harbor area including kayaking or sail regattas, Elderhostel, scientific study groups, college groups, and to develop an overall economic and recreational plan for Marina and Mayo Beach area.

Responsibility: Board of Selectmen to appoint Special Blue Ribbon Commission working with Marina Advisory Committee, Shellfish Advisory Committee, Recreation Committee

8. Create a policy regarding parking and storage of vehicles and boats on the pier.

Responsibility: Harbormaster, Marina Advisory Committee



Section 10 – Alternative Energy and Energy Conservation

Goal: To provide the Town with renewable sources of energy while respecting and preserving the natural environment and resources.

Wellfleet's symbiotic relationship with its natural environment has been a traditional strength and point of agreement among Townspeople. Over past decades we have taken as a given the need to preserve our open spaces and to find ways to protect our beaches, wetlands and, harbor. We recognize and take steps to mitigate man-made incursions and pollution. Not so apparent, however, are the impacts, direct and indirect, of our energy usage and what has become referred to as our "carbon footprint." Our communal lack of awareness is apparent in that our community survey in 2005 asked not a single question related to energy consumption –and individual comments produced only a smattering of responses in this area.

Nonetheless, as we have conferred with various groups concerned with Wellfleet's future, it has become clear that our Town must acknowledge and act upon the energy feedback loop which impacts our environment. Energy use creates pollution which diminishes water quality which in turn requires increased energy use. Education of us all to these dynamics will help Wellfleet adopt clear-eyed policies relative to conservation, pollution and new sources of energy.

In one sense Wellfleet was ahead of the curve in 2005 when the Board of Selectmen appointed Wellfleet's first Alternative Energy Committee. This Committee's limited purpose is to explore possible sites and efficacy of wind energy for Wellfleet utilizing a grant from the Massachusetts Technology Council. Some of their findings and proposals are listed below under the subsection on Wind Energy Project & Issues.

In a larger sense, however, Wellfleet has lagged in addressing more global energy and conservation issues. Moving ahead on these fronts –as our neighbors in Truro, Provincetown and Falmouth have begun to do –will require a major municipal commitment and is beyond the charge of the present Alternative Energy Committee.

As a critical step we therefore recommend that the Board of Selectmen revitalize and or reorganize a standing Energy Committee for the Town with a mandate to create a Town of Wellfleet Energy Plan, to facilitate implementation of such a plan once approved, and to provide information to the Selectmen, Planning Board and other appropriate Town committees. It will be crucial that such a committee have from the outset administrative support from the Town administration to provide backup and clerical follow-through.

Wellfleet should become a participating town in the Cities for Climate Protection Initiative Program (CCP). Provincetown, Truro and Falmouth are already participating towns along with upwards of 30 other Massachusetts local governments. This initiative is in recognition that actions to conserve and control our carbon footprint are, in the end, local in nature.

The CCP sets 5 milestones:



- 1) Prepare greenhouse gas emissions inventory
- 2) Set an emissions reduction target
- 3) Develop Local Action Plan
- 4) Implement Local Action Plan
- 5) Monitor results

Should Wellfleet become a participating town, the CCP will provide access to experts who can assist us with the first two milestones.

Similarly, the Cape and Islands Renewable Collaborative (CIREC) is developing a renewable action plan to accelerate near-term progress toward two long-term goals;

- 1) Generate sufficient renewable energy to meet 100% of net electricity needs by 2020
- 2) Reduce direct use of fossil fuel for heating and transport by 50% in 2020, relative to 2006 levels.

The CIREC , working with the Cape Economic Development Council, will have an intern available as of the Fall of 2007 to inventory town-owned buildings in each town for energy efficiency. The Cape Light Compact will also do energy audits of all town buildings and perform upgrades free of charge. To its credit, Wellfleet has already begun to take advantage of such opportunities.

Major elements of a Local Action Plan will likely include development of solar, water, wind and other renewable energy resources; aggressive energy efficiency policies including zero impact goals for town buildings and new construction; zoning and bylaw changes which encourage and promote the use of energy efficiency devices, and commercial, residential and streetlight initiatives. Other components may include the formation of a municipal light company and initiatives in the transportation sector to reduce traffic snarls and resultant auto emissions.

It is perhaps worth noting that the Town of Falmouth by dint of introducing suggested behavioral changes and scrupulous maintenance in its public schools was able to achieve an energy savings of approximately 20% (nearly \$500,000) annually without any further modifications. Similarly the National Science Foundation has found that cities can often reduce energy costs by 15% without affecting services. With Cape Cod energy costs at a much higher level than the national average, investigating such options seems well worth the initial investment of time and money in performing audits and monitoring usage. We believe there may well be a case for hiring a paid Energy Coordinator for the Town with funding eventually to come from savings achieved.

In addition to inventory of extant buildings, is the issue of "greening" new town buildings. Discussion as to whether extra funds up-front to make the fire station a "green" building in terms of energy use and conservation has generated intense interest. Regardless of the outcome of this particular debate, this issue is one the Town Energy Committee should address with an eye to creating written protocols for evaluation of energy saving devices and construction in all town-



funded projects going forward. This should include any and all housing under the aegis of the Housing Authority.

In the meantime, there is much that Wellfleet can and should do to promote energy efficiency and conservation. As of this writing representatives of the Cape Cod Commission are requesting that Wellfleet sign on to the Cape Cod Renewable Fuel Declaration of Support. By this Declaration the Commission hopes to create a critical buying pool of Cape communities for biodiesel mix fuels – fuels which burn more efficiently and cleanly than regular gas –with an eye to setting up 2 pilot storage stations on the Cape which will in turn drive the cost of acquiring such fuels down. Communities signing the Declaration pledge to replace vehicles as they reach the end of their normal lives with vehicles which burn renewable fuels; to use biodiesel mix fuels in their present diesel vehicles; and to join in cooperative efforts to promote the use of biodiesel on the Cape. Already the National Seashore, the Flex Bus and numerous other Cape municipalities have signed on to this Declaration.

Wellfleet should appoint a town employee to work with Cape Light Compact to monitor and track energy usage in municipal offices. Establishing a line item in each department for energy usage will serve as an incentive to conserve as well as financial benefits for departments which succeed. To the extent not already completed, Wellfleet should sign on for energy audits of all town buildings.

The Board of Health and Building Inspectors should review and revise literature and information which is given to developers, contractors and other permit applicants relative to the present availability and legality of alternative heating, conservation and wastewater technologies, including best practices on septic management.

As interest over climate change and energy usage grows, a myriad of agencies, private and public, are springing up with valuable information and programs to assist towns and their citizens. In addition to the foregoing policy considerations, Wellfleet needs to make sure it is plugged in to these information networks and is making citizens aware of programs ranging from installation of solar panels for heating homes to building with recycled materials.

And Wellfleet needs to consider whether or not it wishes to move beyond its present gentle encouragement of conservation programs such as recycling, using energy-efficient light-bulbs, car-pooling where possible, all in a more aggressive educational effort to show people the importance of thinking globally and acting locally.

Much of the above can be found in Wellfleet Environmental Action Plan prepared in August, 2007 for this committee by an interested private citizen and found attached hereto as an Appendix.

Wind Energy Project and Issues

The present Energy Committee has located a site near Ocean Beach Drive for three General



Electric 1.5 MW turbines with a hub height of 80m (262') and a rotor diameter of 70.5m (231.2').. Beginning in December, 2006, the Committee has been testing wind speed, distribution and turbulence intensities at the site. Members of the Committee have been talking with abutters and other neighbors to address concerns about noise, visual effects of a possible turbine and protection of birds. The present series of tests will be completed in late 2007 for presentation to the Town in early 2008. (See Wind Data Report as of 5/2/2007 attached hereto as Appendix)

The results to date indicate that when such a wind turbine became fully operational it could generate 15,740mwh annually, which is equivalent energy for approximately 2500 homes, to be used municipally or sold into the regional grid if privately developed.

Several issues must be addressed before alternative energy can become a reality in Wellfleet, specifically a wind turbine at the present site which is on town land within the National Seashore.

First is views and visual impact. The Lower Cape Planning and Development Roundtable comprised of Wellfleet, Truro, Eastham and the Cape Cod National Seashore has been studying the siting of turbines relative to their visual impact on important view sheds. Wellfleet's key viewshed area consists of Wellfleet Harbor and Cape Cod Bay. Its second key viewshed area consists of the Atlantic Ocean.

Ocean View Drive, as one can look out from it onto the Atlantic, comes under this second viewshed parameter. This area is mostly in the domain of the CCNS, although there are a number of residential homes (primarily seasonal) along it.

The town-owned Wellfleet By the Sea land parcel under consideration for a commercial wind site abuts Ocean View Drive, but the set-backs are such that it would not directly infringe upon the ocean views thereof, and is in many other regards the optimum location for feasible wind power development by the Town.

Even if this site is deemed appropriate, legal issues must first be resolved with the National Seashore if Wellfleet wishes to contract any such turbine out to a private contractor i.e., whether this would fit into the Seashore's criterion of "municipal use".

Second, if Wellfleet decides to set up a municipal power system, this would require action by the state legislature to permit the town to sell the power privately i.e. to use it for powering beyond its own municipal buildings.

Third, Wellfleet needs to create town bylaws covering wind turbines and other potential alternative energy devices. At present there is no governing bylaw –which would logically restrict a turbine to the allowed building height of 28 feet, not a workable dimension. Perhaps even more fundamentally, Wellfleet needs to affirm its wish to pursue wind energy as a town objective, and under what circumstances. The Energy Committee's report in 2008 may provide just such a forum for discussion, education and debate.



Taking some or all of the above steps can help make Wellfleet more livable, protect our natural resources and maintain an environment which supports our shellfish, tourist, and other environmentally dependent enterprises as well as our cherished way of life. Ultimately it will be for Wellfleet to act as its own steward — to provide information, to stimulate private local action and through leadership on the Town level, to provide a fitting example.

Specific Planning Goals for the next 5 years:

1. Appoint a Standing Energy Committee to create a Town Energy Plan, facilitate implementation of such Plan, and to communicate energy concerns to Town Committees.

Responsibility: Board of Selectmen

2. Creation of bylaw(s) to regulate dimensions and other facets of solar panels, wind turbines and other alternative energy structures and/or devices which may be built by the Town or private citizens for commercial and residential zones.

Responsibility: Energy Committee, Planning Board, Board of Selectmen

3. Support the enactment of state legislation permitting municipalities to form power districts which can then sell power to the grid or individuals.

Responsibility: State Representative, State Senator, Board of Selectmen

3a. Conduct a feasibility study on the efficacy of creating a Municipal Light Company either in tandem with neighboring towns or independently.

Responsibility: Energy Committee, Board of Selectmen

4. Reach agreement with the National Seashore to permit Wellfleet access to construct wind turbines and other alternative energy devices on town owned land within the Seashore and to contract for operation of said devices by private entities.

Responsibility: Energy Committee, Board of Selectmen working with Congressional delegation

5. Educate, inform and engage Townspeople of all ages, backgrounds and interests in discussion of whether Wellfleet should pursue development of wind energy as a source of power for the Town.

Responsibility: Energy Committee, Board of Selectmen

6. Inventory all town-owned buildings for energy efficiency and upgrade as appropriate.

Responsibility: Energy Committee, working with Cape Light Compact, Cape & Islands



Renewable Energy Collaborative and other non-profit and profit groups.

7. Sign Cape Cod Renewable Fuel Declaration of Support; evaluate current policies relative to purchase and fueling of town-owned vehicles, including possible transition to bio-diesel or other fuels.

Responsibility: Board of Selectmen, Dept. Of Public Works, Finance Committee

8. Create protocol going forward with specific criteria for incorporating energy efficiency devices, construction and enhancements as a factor in awarding all Town contracts, including those of the Wellfleet Housing Authority.

Responsibility: Energy Committee, Board of Selectmen

9. Sponsor and support educational and informational programs which will inform Wellfleet citizens about the interaction of energy conservation, and pollution with our natural environment.

Responsibility: Energy Committee, Board of Selectmen

10. Join Cities for Climate Protection Program

Responsibility: Town Meeting, Energy Committee, Board of Selectmen

11. Appoint a Wellfleet town employee to collect data and monitor energy usage by town department and/or building

Responsibility: Board of Selectmen, Cape Cod Light Compact

11 a. Create a line item in each department budget for energy usage

Responsibility: Board of Selectmen, Town Administrator

12. Review and update all publications relative to building permits, building construction and development which deal with available alternative energy sources and devices, and including best septic practices.

Responsibility: Board of Health, Building Inspectors working with Cape & Islands Renewable Energy Collaborative and other non-profit and profit groups



Section 11 – Plan Context

A Picture of Wellfleet – And a Comparison with Our Neighbors

Wellfleet is both rich and poor and some characteristics may surprise its inhabitants. Our income per capita is about average for similar communities in Massachusetts, we are similar to our neighbors, Eastham and Truro in size and all are high in residential assessed residential values and low in family income, we have very high unemployment and declining school enrollment. Comparatively, our over 65 population is very high and surprisingly we have a high proportion of families under the poverty line.

VITAL STATISTICS: - WELLFLEET

	POPULATION	BIRTHS	DEATHS	MARRIAGES
1995	3027	12	36	36
1996	3216	14	29	28
1997	3250	15	23	31
1998	3198	15	34	33
1999	3057	18	26	38
2000	3132	11	34	24
2001	3182	15	30	33
2002	3056	19	19	24
2003	3084	31	41	34
2004	3128	23	42	44
2005	3133	11	23	24
TOTAL		184	337	349
Yearly Average		16.7	30.6	31.7

Source: Wellfleet annual town report

In all but one year deaths exceeded births and for the entire period deaths exceeded births by 84 percent so that our relatively small increase in population since 1995, 3.5% must be explained by “immigration”.

COMPARATIVE STATISTICS – 2004

	WELLFLEET	EASTHAM	TRURO
Population	2861	5657	2201
School Enrollment	314	556	120
Population over 65	21.7%	14.1%	17.0%
Median family income	\$50,990	\$51,269	\$51,389
Single family tax bill	\$2,597	\$2,198	\$3,040

Note: Population data for Wellfleet in comparison with other towns are as reported in Municipal Benchmarking, whereas Vital Statistics are as reported by Wellfleet Town Clerk. The former are based upon Census data and are estimated. The difference of 272 for the year 2005, or 10% cast considerable doubt on the Census data accuracy.



SCHOOL POPULATION

Education: - The single largest portion of Wellfleet's budget

FISCAL YEAR	ELEMENTARY	MIDDLE	HIGH SCHOOL	TOTAL
2001	150	668	112	330
2002	147	56	116	319
2003	143	55	99	307
2004	171	43	100	314
2005	162	49	99	310
2006	158	46	88	292
2007	158	47	85	290
2008	141	48	81	270

LAND USE	WELLFLEET	EASTHAM	TRURO
Acreage	13,026	9,284	13,854
Residential	2,487	3,820	2,021
Undisturbed	7,938	3,979	8,409
Water	357	304	411

LAND USE – PERCENT DISTRIBUTION

Acreage	100%	100%	100%
Residential	19.1%	41.1%	14.6%
Undisturbed	60.9	42.9	60.7
Water	2.7	3.3	3.0

Source: Municipal Benchmarking

LAND USE – WELLFLEET (percentage distribution) Total acreage 13,026

Agriculture	0.1%
Open Land	12.0
Commercial	1.0
Industrial	1.0
Residential	19.1
Recreational	3.2
Undisturbed	60.9
Water	2.7

RESIDENT AND NON-RESIDENT OCCUPANCY

FISCAL YEAR	TAXABLE PARCELS	# SECOND HOMES *	% RESIDENT	% NON-RESIDENT
2000	4412	2203	50.1%	49.9
2001	4411	2136	51.6	48.4



FISCAL YEAR	TAXABLE PARCELS	# SECOND HOMES *	% RESIDENT	% NON-RESIDENT
2002	4404	2178	50.6	49.4
2003	4421	2184	50.6	49.4
2004	4366	2180	50.1	49.9
2005	4355	2231	48.8	51.2
2006	4364	2272	47.9	52.1
2007	4373	2308	47.2	52.8
2008	4357	2333	46.5	53.5

*HOMES SUBJECT TO PERSONAL PROPERTY TAX Note: homes subject to personal property tax includes rental homes owned by resident as well as non-resident taxpayers and commercial properties

REGISTERED VOTERS

YEAR	POPULATION	REGISTERED VOTERS	PERCENT
2006	3189	2527	79.2%
2005	3133	2496	79.7
2004	3128	2499	79.9
2003	3084	2404	78.0
2002	3056	2297	75.2
2001	3182	2497	78.4
2000	3132	2437	77.8

FIRE DEPARTMENT COMPARATIVE STATISTICS

Year	Rescues	Fire Alarms	Other Responses	Percent Fires Alarms
2006	906	209	79	17%
2005	448	230	78	19
2004	1124	248	116	17
2003	1034	184	131	13
2002	967	217	132	17
2001	1064	187	111	14
2000	781	182	71	18

Details:

Rescues: Transport to hospital; treatment without transport; mutual aid calls

Other: Accidents; hazardous materials incidents; burst pipes; boat rescues; missing persons; assistance to other town departments



Wellfleet Town Governance

Wellfleet operates on an open Town Meeting, elected Board of Selectmen and Town Administrator system. The elected 5-person Board of Selectmen appoints and oversees the Town Administrator. The Administrator is responsible for the day to day operation of town departments, except those independently elected, and he/she is also the appointing authority for the majority of Town employees. The Selectmen are responsible for setting policy and for certain personnel appointments such as the Chief of Police, Fire Chief and Shellfish Constable.

In addition to the Board of Selectmen, elected town committees are the School Committee, Cemetery Commissioners, Library Trustees and the Housing Authority. The Selectmen, or on certain occasions the Town Moderator, appoint all other town committees. Volunteers serving on these committees devote thousands of hours annually on Wellfleet's behalf, and are essential to our governance. A list of committees and current vacancies can be found on the Town's website, www.wellfleetma.org ; interested citizens are always needed.

The legislative branch of government is our Open Town Meeting. There is an Annual Town Meeting the fourth Monday of every April and special Town meetings are frequently called as needed in the Fall.