



## Cape Cod Commission Staff Memorandum for Certification

# Provincetown Local Comprehensive Plan

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### Introduction

The Cape Cod Commission (Commission) received a copy of the 2024 Provincetown Local Comprehensive Plan (LCP) from the Town of Provincetown on June 14, 2024. The Town is seeking Commission certification of its updated LCP. The purpose of this memo is to provide Commission members with staff review and analysis of the LCP and whether it addresses the regulations and the requirements for certification.

### Background

The Commission adopted new LCP regulations on July 25, 2019. These regulations advance a more streamlined approach for LCP development, with a clearer and simpler path for Commission certification to encourage more communities to adopt LCPs. Several towns have undertaken LCP updates since then, including Provincetown.

The 2024 Provincetown LCP has been several years in the making. The LCP committee was officially established in November 2015. The Provincetown LCP process was developed with a robust public outreach effort that spanned several years and included public surveys, pop-up sidewalk events, town-wide forums, community open houses, and other participation opportunities. The Town held a public hearing on the LCP on March 14, 2024 and Provincetown voters adopted the plan at the April 1, 2024 Annual Town Meeting.

### LCP CERTIFICATION CRITERIA

Under Section II.A of the Cape Cod Commission Local Comprehensive Plan regulations, an LCP must include the following contents to meet the minimum criteria for certification:

1. Vision Statement – An LCP shall include a vision statement that expresses the shared values of the community for future growth and development and resource protection. The LCP shall also describe how the town’s vision aligns with and supports the regional vision articulated in the “Growth Policy” of the RPP, with consideration given to the Cape Cod Placetypes concept identified in the RPP. The RPP identifies eight Placetypes across the region, which recognize major land use categories across Cape Cod and serve as a

conceptual framework for appropriate context-sensitive planning and regulation. The LCP may also address additional strategic planning areas or land use categories not identified in the RPP as regional Placetypes.

2. Existing conditions – The LCP shall include a narrative that provides a basic inventory and overview of existing assets/conditions in the town. This existing conditions inventory and overview should guide the LCP's discussion about future growth and development and resource protection in the town.
3. Goals – The LCP shall identify planning and land use Goals that are consistent with those contained in the RPP. (The RPP's Goals are based on those goals, values and purposes expressed in Section 1 of the Act). LCP Goals may be tailored to suit local needs as necessary and desirable, among other purposes, to address key challenges identified by the town. Towns may adopt additional, more specific or different LCP Goals than those included or as articulated in the RPP, so long as such LCP Goals are consistent with and not contrary to RPP Goals.
4. Capital Facilities Plan – The LCP shall include a capital facilities plan that outlines key capital facilities and infrastructure needed to accommodate anticipated future growth and development and to protect resources in the town, and as coordinated with other towns, which plan should include:
  - a. Description of the town's existing infrastructure systems and any challenges or constraints those infrastructure systems face
  - b. Identification of capital facilities and infrastructure projects needed to support growth or redevelopment in areas identified by the community through the LCP process as appropriate and desirable for such purposes
  - c. Description of funding sources and strategies to support planned capital facilities
  - d. Description of how the identified and planned capital facilities projects will support the community's LCP vision and growth within the region
  - e. Description of how the local capital facilities plan aligns with and supports the regional capital plan, as applicable
5. Housing Plan – An LCP shall include a housing plan that outlines how the town proposes to provide for the development of fair, low- and moderate- income affordable housing consistent with local needs, including an analysis of housing needs and proposed local housing supply targets. This plan should include:
  - a. A housing production plan (HPP); or,

- b. for communities that do not have an HPP, a housing needs assessment that includes an assessment of demand based on current data, population, development trends, and regional growth factors; an analysis of constraints and limitations; and housing goals and actions. A town is also encouraged to identify priority areas for compact and multi-family housing, including infill and redevelopment.
6. Targeted Action Plan and Schedule– The LCP shall include action items and an implementation schedule with timeframes/priorities for completion of action items, and the responsible party that will take the lead in implementation. The Action Plan shall include the following:
  - a. Proposed new, or amendments to existing, municipal development bylaws/ordinances intended to advance the goals and vision of the LCP;
  - b. Town’s implementation schedule and budgeting for proposed capital facilities projects that will support achieving the community’s vision;
  - c. Implementation schedule for proposed private or non-municipal infrastructure in or affecting the town, to the extent known by the town;
  - d. Implementation schedule for proposed actions intended to advance fair, low- and moderate-income affordable housing consistent with local needs, including anticipated housing starts that meet identified supply targets;
  - e. Anticipated meeting schedule to update Commission staff on LCP implementation actions; and
  - f. Performance measures to assist in determining whether identified actions have been met or achieved their purpose.

In order to certify the LCP, the plan must also be consistent with the Regional Policy Plan and the Goals of the Cape Cod Commission Act.

## **Provincetown LCP Contents & Staff Analysis of Each Requirement of the Regulations**

The Provincetown LCP is a comprehensive long range planning document that contains the Commission’s required certification contents as well as other planning goals for the Town. This memo provides a summary review of the contents of the Provincetown LCP and staff analysis of the elements required for certification.

## VISION STATEMENT

The Provincetown LCP provides both a vision statement and growth policy for the Town.

### Provincetown Vision Statement

The Provincetown LCP Vision Statement is multifaceted and provides as follows:

*“Provincetown is a year-round, outlying coastal community committed to the long-term stewardship of its scenic natural landscape, historic built environment, and deep connections to both the sea and the arts; all combining to create a unique sense of place.*

*Provincetown will:*

- *protect the natural environment and prepare for climate change,*
- *maintain sustainable community infrastructure,*
- *foster maritime activities,*
- *embrace cultural heritage and preserve historic structures, and*
- *endorse artistic expression.*

*Provincetown is a welcoming and evolving town that celebrates its strengths and tackles its community service challenges. We face fluctuating economic cycles, pressures on our housing supply, demands for new infrastructure, and the challenge of adapting to change.*

*Provincetown will:*

- *provide quality public services,*
- *value education,*
- *care for older adults,*
- *advocate for public health,*
- *support cooperative civic engagement,*
- *support economic opportunities,*
- *encourage diverse housing stock, and*
- *adopt technological innovations.*

*Provincetown employs a collaborative approach that brings together diverse stakeholders and gives us the creativity to find solutions. We will debate vigorously but remain focused on achieving our vision for economic development, housing, and environmental sustainability. Provincetown supports all community members and looks forward to welcoming those to come.*

*Provincetown will:*

- *advocate progressive ideals,*
- *create unique visitor experiences, and*

- *promote equality and celebrate diversity.”*

## Provincetown Growth Policy

The Provincetown LCP provides as follows for its Growth Policy:

*“Growth in Provincetown recognizes that housing and jobs are interdependent. Provincetown needs to expand wastewater infrastructure capacity for the entire Town to support future growth and redevelopment. New development will be encouraged in the general commercial zoning district. Redevelopment within Provincetown’s vibrant community activity center and maritime area will be resilient, sustainable, incremental, and architecturally cohesive. New growth and redevelopment will be supported by adequate infrastructure that respects the historic human scale and streetscapes while protecting ecological, historical, and cultural resources that contribute to Cape Cod’s character and the Town’s unique sense of place.”*

The LCP’s vision statement recognizes the Town’s historic connections to both the marine environment and the arts, as well as its economic, infrastructure, and housing challenges and increasing threats from climate change impacts. The vision statement reflects a progressive and inclusive approach that advances and supports community participation as the Town embraces its strengths and continues to evolve while addressing current and future challenges. The growth policy aims to direct development and redevelopment into currently developed areas including its community activity center, while protecting sensitive resources.

Additionally, the Provincetown LCP recognizes and identifies areas with distinctive qualities and characteristics within the natural and built environment, reflective of the RPP Placetypes, and provides actions and policies to support the community vision for these areas. This includes the harbor, Macmillan Wharf, downtown, Shankpainter Road, the waterfront, the airport, and natural areas both within the Seashore and on town-owned land as areas with different purposes and needs and considers its community activity center and maritime area in its growth policy.

These elements meet the Commission requirements for a Vision Statement and Growth Policy for LCP certification.

## EXISTING CONDITIONS

The LCP provides an existing conditions section that includes demographic, housing, land use, transportation, water/wastewater, and solid waste data. The plan also provides a narrative on natural resources conditions and a list of existing plans and studies with additional existing conditions data. An existing conditions summary at the beginning of the plan identifies policy implications and references key data points to support the plan’s objectives and actions, particularly

regarding housing and economic development. This meets the requirements for certification for existing conditions.

## GOALS

In a form unique to the Provincetown LCP, and reflective of the Town's needs and values, the Provincetown LCP has several different broader areas for goals, each of which has numerous objectives with strategies to support and advance the objectives. The overarching areas are: housing; governance; natural resources, open space, and recreation; transportation; land use, historic preservation, and community character; economic development; public health; and emergency preparedness. Though different from the RPP goals and categorizations, the aspirational LCP objectives and their supporting strategies are appropriately tailored to meet the specific needs and values of Provincetown, while remaining consistent with and not contrary to the RPP goals.

The objectives are listed below, under their broader categories. The LCP itself contains greater detail on each objective in addition to the strategies to advance each one.

### Housing

- Affordable Housing
- Historic Homes
- Housing Diversity

### Governance

- Regulatory Clarity
- Public Process

### Natural Resources, Open Space, and Recreation

- Protect Natural Habitats
- Protect Water Quality and Groundwater Supply
- Conservation Management
- Increase Recreational Opportunities and Public Access
- Increase Harbor and Waterfront Recreational Opportunities

### Transportation

- Multimodal Transportation System
- Promote Alternatives to Single Occupant Vehicle Use and Internal Combustion Engine Automobiles
- Transportation Solutions Adapted Specifically for Provincetown

- Assess and Mitigate Development Impacts on Transportation

### Land Use, Historic Preservation, and Community Character

- Maintain and Reinforce Streetscape Characteristics
- Preserve and Enhance Neighborhood Characteristics
- Diverse Housing
- Environmental Sustainability
- Sustainable Development
- Regional Cooperation
- Community Character
- Historical Development and Education

### Economic Development

- Diversify Opportunities
- Economic Justice
- Ensuring No One is Left Behind
- Public-Private Partnerships
- Pride of Place
- Economical Healthcare
- Employee Housing
- Regional Opportunities
- Technological Advances
- Affordable Market
- Heritage Economy
- Support Aquaculture
- Blue Economy
- Brand Marketing
- Hospitality Opportunities
- Arts and Culture Economy
- Community Input
- Sustainable Economic Growth

### Public Health

- Expand Sewer Capacity and Protect Drinking Water Supply
- Assess and Address Community Public Health Needs
- Implement Public Health Mitigation Strategies
- Explore Regionalization for Public Health Services

## Emergency Preparedness

- Mobilization plans for each potential emergency
- Continue to implement and update the Hazard Mitigation Plan
- Implement mitigation strategies
- Update community and municipal preparedness actions for each type of emergency
- Outline specific recovery actions
- Create a Public Health Plan for possible future pandemics
- Create a succinct centralized multimedia communication network for emergency notification

The Provincetown LCP meets the requirements for goals for Commission certification.

## CAPITAL FACILITIES PLAN

The LCP provides a Capital Facilities Plan that *“identifies needs and recommends means to provide adequate community facilities to meet the Town’s current and projected needs that are consistent with the goals of the LCP and the RPP, and without placing undue burden on the Town’s financial resources.”* This section provides project descriptions, funding sources and strategies, and notes on alignment with the LCP vision and growth policy. It also includes a description of challenges or constraints for the existing infrastructure systems. The LCP’s action plan attaches responsible parties and priority levels to capital facilities projects. The plan defines the Town’s capital facilities needs and planned projects in support of the LCP vision and meets the requirements for a capital facilities plan for the purposes of Commission certification.

## HOUSING PLAN

The Provincetown LCP begins with a housing plan. It covers housing policies and provides strategies, schedules, and responsible parties for each identified action. Although the Town does not have a Commonwealth-approved Housing Production Plan, the Town has provided a housing inventory, needs assessment, and targeted action plan related to housing. They also utilize and link to the Commission’s recent demographic and housing statistics in the Existing Conditions section. The LCP housing section addresses housing needs identified in the RPP (low, moderate, and median and market rate housing; year-round, seasonal/workforce, transient long- and short-term housing, and housing for vulnerable populations, including single parent and older individuals/households). The LCP housing section is thorough and reflects the Town’s impressive and ongoing housing strategies. This meets the Commission’s LCP certification requirements for a housing plan.

## TARGETED ACTION PLAN

The Action Plan and Implementation Schedule provides a list of actions within each issue area with key interim steps needed to achieve the action, establishing a road map for implementation. Actions



included in the targeted action plan include actions for capital facilities, actions to advance housing initiatives, and actions related to reviewing and providing recommendations for bylaws and regulations. The targeted action plan items include sub-actions or steps that help lay a roadmap for the actions and that also will serve as a way to measure performance and progress on the targeted action plan. The targeted action plan also includes timeframes and priorities for each action and a plan to meet with Commission staff annually to review the status of implementation. These elements meet the certification requirements of a targeted action plan.

### **CONSISTENCY WITH THE REGIONAL POLICY PLAN AND GOALS OF THE COMMISSION ACT**

Staff has also reviewed the LCP for consistency with the Regional Policy Plan and Goals of the Cape Cod Commission Act. The vision statement and growth policy of the Provincetown LCP are consistent with those of the 2018 Regional Policy Plan, as are its objectives. Local action advancing the Provincetown LCP vision and objectives will also serve to advance the goals of the Regional Policy Plan.

The goals of the Cape Cod Commission Act are to further: the conservation and preservation of natural undeveloped areas, wildlife, flora and habitats for endangered species; the preservation of coastal resources including aquaculture; the protection of groundwater, surface water and ocean water quality, as well as the other natural resources of Cape Cod; balanced economic growth; the provision of adequate capital facilities, including transportation, water supply, and solid, sanitary and hazardous waste disposal facilities; the coordination of the provision of adequate capital facilities with the achievement of other goals; the development of an adequate supply of fair affordable housing; and the preservation of historical, cultural, archaeological, architectural, and recreational values.

The overarching goals of the Provincetown LCP include goals related to housing opportunities for a diverse community, year-round employment, expanded transportation, and public facilities that maintain the historic scale of Provincetown. Additionally, many of the specific objectives directly align with the Cape Cod Commission Act goals, including those under housing, natural resources, open space, and recreation, transportation, land use, historic preservation, and community character, and economic development. For example, the Provincetown LCP includes a specific affordable housing objective which includes promoting “the provision of fair, decent, safe, affordable housing for year-round rental or purchase that meets the needs of present and future Provincetown residents.” Under natural resources, open space, and recreation one objective is to protect natural habitats and another is to protect water quality and groundwater supply. The objectives and vision of the Provincetown LCP are consistent with the goals of the Cape Cod Commission Act.



## Staff Recommendation

The Provincetown 2024 LCP is a comprehensive and focused planning document that represents the community's shared vision and values for the future. It provides clear strategies to meet its planning goals and needs and sets forth a community vision with goals and actions that reflect and support the Regional Policy Plan, as well as the community itself. It is an impressive document shaped by the Town's robust public engagement efforts and community participation. The Provincetown LCP meets the requirements for Commission certification and staff recommends that the Commission vote to certify the 2024 Provincetown LCP as consistent with the Regional Policy Plan, Goals of the Cape Cod Commission Act, and requirements of the Commission's Local Comprehensive Plan Regulations.