

Town of Truro
Local Comprehensive Plan
2023

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SECTION 1: INTRODUCTION

What is a Local Comprehensive Plan?

The Local Comprehensive Plan (LCP) is an important planning tool used to guide the growth and direction of Truro while balancing a wide variety of needs, including protection of environmental resources, economic growth, quality of life, and community character. As such, this document identifies the needs, goals, and visions for the next 5-10 years of Truro's future and provides action steps. The LCP is meant to be a living document guiding the long- and short-term decisions of the town.

In its guiding literature, the Cape Cod Commission (CCC) states: "It is through the LCP that each town defines its vision for how to plan for growth and change and protect shared resources on Cape Cod. In addition to articulating a vision and growth policy, the LCP is a source of information about existing and expected conditions within a town that will change over time as the values and expectations of the community evolve. Preparing and updating an LCP helps to ensure that Cape communities respond to changing needs in a sustainable manner. It can also serve as a guide and resource for elected officials, board members, and community residents for future decision making."

The creation of Truro's 2023 LCP was informed by the recommendations set forth in CCC's 2019 Regional Policy Plan, information gleaned from significant public outreach, and collaboration with town staff, boards, and committees.

*Please note: The LCP is intended to be a visionary document to guide decision-making in Truro. Voting in favor of the LCP means you are voting in favor of the vision and general direction; **it does not** mean that you are voting to adopt every recommendation within its pages. The LCP is not law or regulation. It creates direction to help guide land-use decisions and policies in the town for the next 10-plus year planning period. Voting in favor of the LCP does not authorize the spending or borrowing of any money or the construction of any structures.*

2023 Local Comprehensive Plan Committee Members

Mara Glatzel, Chair

Ellery Althaus, Vice Chair

Susan Areson, Select Board representative

Kait Blehm, Member

Christopher Clark, Member and former Chair

Anne Greenbaum, Planning Board representative

Raphael Richter, Member

LCP Process

During the past few years, the members of the Local Comprehensive Plan Committee (LCPC) have reached out to full-time and part-time residents, the local business community, families with students in Truro Central School (TCS), senior citizens, and more, seeking to engage as many facets of Truro's population as possible in creating this plan.

Those outreach efforts have included:

Truro Community Input Survey [Survey Results in appendix]

The survey sought to determine the overall community vision with input on housing, economic development, and the Walsh property. It opened in October 2021 and was closed in January 2022. The survey was a joint project of the LCPC, Truro Housing Authority (THA), and Walsh Property Community Planning Committee (WPCPC).

Outreach for survey participants included being featured on the Town of Truro website, ALERTruro, Truro Talks Newsletter, Facebook (posts on Town of Truro page and shared to local "groups"), Chamber of Commerce notices, print flyers distributed through TCS "backpack mail", e-notice sent to TCS, verbal plugs at Select Board and other public meetings, and the electronic highway signboard on Route 6.

The survey had 611 total respondents: 58% year-round, 36% part-time, 9% Truro business owners and other: school families, renters, and those with ties to Truro.

Postcard Campaign [Postcard Campaign Results in appendix]

[insert image #27 – post card collection center]

From May through August 2022, the LCPC conducted a postcard campaign, asking three questions (see below). The postcards and collection boxes were placed at high-traffic areas around town.

Collection locations were the Truro Public Library, Town Hall, Council on Aging, and Truro Farmers Market. Postcards went out in backpacks from TCS and with meals from the Truro Community Kitchen.

Part-time and full-time residents were the majority of the postcard campaign respondents.

Table 1. Postcard Campaign Responses

QUESTION	# Responses	# and % Full-time residents	# and % Part-time residents	# and % Other – visitors, work in Truro, Blank
What word or phrase best describes Truro today?	92	55 (60%)	14 (15%)	23 (25%)
What word or phrase best describes your vision for the future of Truro?	143	87 (61%)	23 (16%)	33 (23%)
Do you want Truro to have a town center providing a mix of business, residential, and municipal uses? If so, why?	129	90 (70%)	19 (15%)	20 (16%)

Public Forum #1: What’s Your Vision for Truro?

The LCPC had fantastic turnout for its visioning workshop on Oct. 15, 2022. More than 70 people participated in the community forum, held in person at the Community Center, to help develop visions and goals for the town’s future. Attendees were able to review the postcard responses and input from TCS students, in the form of posters highlighting what they love about the town.

Public Forum #2: Feedback on Vision Statement, and Goals & Objectives

On June 15th, 2023, the LCPC convened a second public forum to ask members of the community for feedback on preliminary aspects of the Local Comprehensive Plan. The well-attended meeting sparked conversation about our shared love for Truro and the

many hopes and dreams of full-time and part-time residents alike. There were 51 participants.

September 2023 Public Hearing

On Sept. 7, 2023, the committee held a public hearing on the LCP final draft. Participants in this well-attended hearing engaged in spirited discussion of plan elements and provided valuable feedback, which was incorporated in this plan.

Future Steps

Town Meeting vote: Oct. 21, 2023

Following Town Meeting approval, the LCP will be sent to the CCC for review, approval, and feedback. Once the CCC has approved our LCP, the benefits include:

- Priority consideration for planning and technical assistance from the CCC. The technical assistance covers a variety of topics and issues, and helps towns implement actions identified in the Targeted Action Plan in their LCP
- Providing a tool for the CCC to assess whether large projects support the town's vision as voted on at Town Meeting
- The ability to enter into Development Agreements, only if Truro adopts a Development Agreement Bylaw, and to assess impact fees pursuant to the Cape Cod Commission Act

Acknowledgements

This iteration of Truro's LCPC began Nov. 29, 2017. The current members of the LCPC would like to express gratitude for former committee members: Steve Sollog (Planning Board representative) Eric Jansen, Morgan Clark, Claudia Tuckey, and Jay Coburn and Paul Wisotzky (Select Board representatives) who participated in this plan's creation.

We would also like thank the many humans who participated in the surveys, forums, emails, postcard responses, and conversations that informed our work. The three in-person forums were well-attended, high-energy and showed how Truro citizens can have constructive and respectful conversations about a variety of issues. The shared love of and commitment to Truro was very clear.

We would also extend a hearty thanks to Truro town staff members Elizabeth Sturdy, Noelle Scoullar, and Trudi Brazil for logistical support, information, and more during this

plan's inception, as well as Barbara Carboni, Town Planner and Land Use Counsel, for her support, expertise, and coordination.

Additionally, we are grateful for the fun and informative conversations with:

- Emily Beebe – Health and Conservation Agent
- Jarrod Cabral – Director, Department of Public Works
- Kelly Clark – Assistant Town Manager
- Jon Nahas – Principal Assessor
- Nicole Tudor – Executive Assistant, Administration and Select Board Office

Thank you to everyone who submitted photographs or allowed us to feature their artwork.

And finally, we would like to extend our heartfelt thanks to the families of members, past and present, who made this effort work.

Land Acknowledgement

The Town of Truro acknowledges Indigenous Peoples as the traditional stewards of the land and the enduring relationship that exists between them and their traditional territories. Truro is the traditional historic territory of the Wampanoag Nation.

We acknowledge the painful history of genocide and forced occupation of their territory, and we honor and respect the many diverse indigenous people connected to this land on which we gather from time immemorial.

SECTION 2: VISION

Vision Statement

Truro's vision is to be an innovative, sustainable rural community with a socio-economically and culturally diverse population of all ages. To achieve community sustainability, the vision for this LCP is to support the needs of year-round and part-time residents, tourists, and seasonal employees for housing, economic opportunity, and public services while continuing to provide stewardship of Truro's land and natural resources upon which our community depends for its livelihood and way of life.

Truro's top priorities for the next 5 – 10 years are as follows:

Truro will take action to address the housing crisis across a wide variety of demographics and income levels by:

- Encouraging community housing development at multiple sites throughout town
- Ensuring potential environmental impacts are adequately addressed in all new housing development, including high-quality wastewater treatment
- Encouraging creative approaches, including regulatory reform, to support housing development

Truro will work to protect the natural and built environments and address the impacts of climate change by:

- Ensuring adequate, safe, and reliable drinking water is available to meet future needs
- Supporting municipal, business, and private efforts to mitigate the town's contribution to greenhouse gas emissions.
- Promoting use of energy-efficient technologies in all building projects.
- Providing support for appropriately scaled and sited renewable energy projects
- Seeking climate resilience by working with the Cape Cod National Seashore and other local, regional, state, and federal partners to implement coastal adaptation measures
- Strongly encouraging energy conservation/reduction measures in all new development

Truro will support business and economic opportunities while protecting its natural and built environments by:

- Supporting development of adequate workspace and housing opportunities for tradespeople to live and work in Truro
- Supporting existing businesses and exploring creative ways to entice new businesses to Truro
- Providing additional educational opportunities for current and future workers
- Ensuring the availability of adequate support services, including recreation and healthcare, to allow Truro residents to live and work in Truro
- Preserving our natural resources and promoting cultural heritage
- Supporting a vibrant year-round community that honors its heritage of buildings and other cultural resources, and contributes to its character, vitality, and economy

Truro will work with other Cape communities to address regional and Outer Cape infrastructure needs by:

- Focusing housing development in areas with existing or planned infrastructure, including water and wastewater, transportation, and reliable internet services
- Working with Internet service providers, regional agencies, and OpenCape Corporation to extend broadband and reliable Internet service to all users throughout Truro
- Seeking improvements to the regional transportation system, including pathways, sidewalks, and year-round public transportation to improve safety, reliability, and mobility for all users

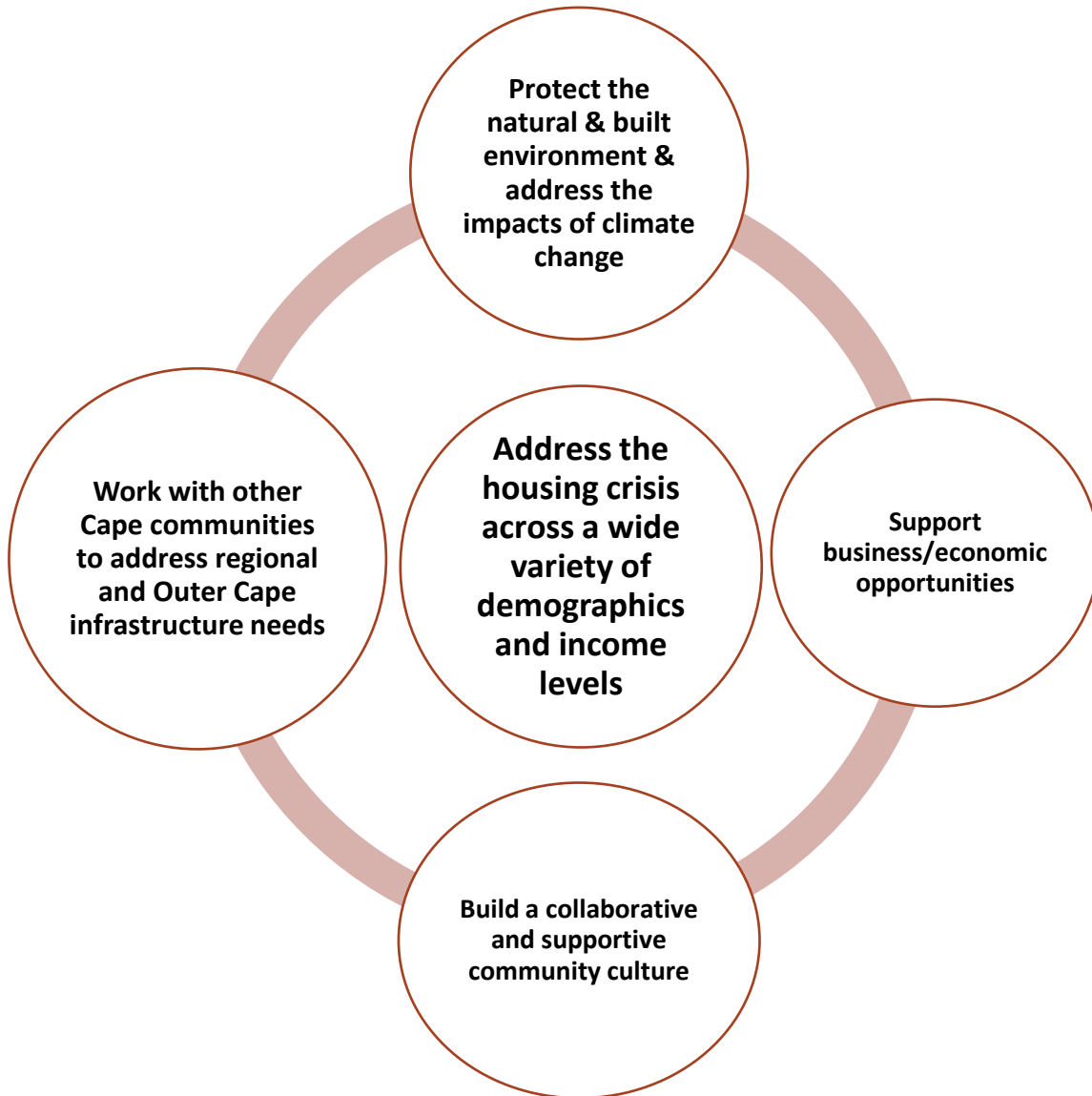
Truro will build a collaborative and supportive community culture by:

- Ensuring that community conversations are respectful and constructive
- Ensuring that communication among town staff, boards and members of the public will be done in ways that promote collaboration and cohesion among all citizens
- Providing transparency in decision making
- Providing opportunities for full participation in community decision-making events by removing barriers to participation, such as lack of childcare, lack of transportation, scheduling challenges etc. Providing access/connection to social, medical and other support services for all community members
- Promoting events to engage and reach all generations throughout the year
- Actively encouraging participation by part-time residents, seasonal homeowners, seasonal residents, local workforce, and underrepresented groups in the community

- Hold community-wide service projects

As the diagram below illustrates, these priorities are interrelated and build upon each other.

Figure 1. LCPC Priorities



Growth Policy

The Town of Truro Growth Management Policy expressed throughout this Local Comprehensive Plan is to guide growth toward geographic areas that are or can be adequately supported or improved by infrastructure, including on-site wastewater management systems. Growth should be avoided in areas that must be protected for ecological, historical, or economic reasons. Many Truro homes now and in the foreseeable future use private wells for drinking water. Therefore, protecting the quality of untreated drinking water is an integral component of our growth policy.

Growth will be intentional, designed to meet identified needs, including but not limited to year-round housing for seniors, young families, and local workers of all types, as well as housing for seasonal employees.

We will integrate new housing throughout our town as we build neighborhoods and community, not simply structures.

Finding Balance

As Truro moves forward, our work is to balance, not choose, the different needs and priorities of our community.

For example:

Truro should add more housing **and** protect the environment.

Truro should better serve its residents **and** not price longtime residents out of town.

Truro should support the needs of young families **and** the needs of senior residents.

Truro should support a thriving summer tourist economy **and** a thriving year-round community.

SECTION 3: EXISTING CONDITIONS

Truro Overview

Population

- The 2020 U.S. Census identified 2,454 people who recorded Truro as their primary residence. This was a 22.5% increase (452 more people) compared to the 2010 Census number of 2,003 residents.
 - The impact of the Covid-19 pandemic on Truro’s year-round population is impossible to accurately determine as of the publication of this plan. There are conflicting reports on population trends, including from reputable organizations, such as CCC and Housing Assistance Corporation (HAC). Both reports are attached in the appendix.
- According to the Town of Truro website, the summer population is estimated to be 15,000-20,000 people.

Land Area

Truro has a land area of 21 square miles (13,991 acres) with 67% of the land inside the Cape Cod National Seashore (CCNS) see table below.

Table 2. Truro Land Area¹

	TOTAL	INSIDE CCNS	NOT CCNS
Percentage		67%	33%
Square miles	21	14	7
Acres	13,991	9,374	4,617

Population Density²

- Truro’s density (including CCNS): 117 people per square mile (2,454 people/21 sq. miles = 117 people/sq. mi)

¹ Town of Truro Assessor

² Both figures use U.S Census data from Population above divided by land area first total land area and then Truro outside CCNS

- Truro’s density (excluding CCNS): 354 people per square mile (2,454 people/6.93 sq. mi /2454 = 354 people/sq. mi)

Fiscal Data

- 2023 Town operating budget: \$23,583,507³
- 2023 Proposition 2½ overrides: \$1,304,172
 - \$601,122 Fire Department
 - \$703,050 Sustainability
- Total 2024 budget of \$24,887,679
- Truro's tax rate for Fiscal Year 2023⁴
 - Residential Class: **\$6.54** / \$1000
 - Commercial/Industrial and Personal Property Classes: **\$6.23** / \$100
- 71% of town revenue comes from local property taxes, which are predominantly residential properties

Table 3. Growth Rate in Residential Values FY19-FY23⁵

TAX RATES 2019-2023				
	Rates are per \$1,000 of assessed value			
	RESIDENTIAL TAX RATE	COMMERCIAL/INDUSTRIAL/PERSONAL PROPERTY TAX RATE	TOTAL PROPERTY VALUATION	TAX LEVY (\$ raised by taxes)
2023	\$6.54	\$6.23	\$3,080,431,580	\$19,181,679
2022	\$7.33	\$7.07	\$2,472,444,160	\$18,231,305
2021	\$7.38	\$7.12	\$2,367,718,390	\$16,848,463
2020	\$7.73	\$7.37	\$2,318,522,670	\$16,397,503
2019	\$7.45	\$7.20	\$2,262,814,040	\$16,296,614

³ April 25, 2023 Town Meeting Warrant

⁴ Town of Truro website Aug. 25, 2023

⁵ Town of Truro Assessor / Finance Office

People

While U.S. Census data shows an increase in the number of individuals identifying Truro as their primary residence over the past 10 years, it is difficult to determine the actual population trend. Reputable sources provide very different projections of future population change on Cape Cod. The CCC “Covid-19 and a Changing Cape Cod” [Appendix 7] states that future population growth on Cape Cod seems more likely than previously forecasted, while the Housing Assistance Corporation (HAC)/Concord Group Report [Appendix 8] projects a loss of 829 households per year with less than \$100,000 in annual income. These two projections are not in conflict, rather together they reflect a growing population that is becoming less economically diverse. Fewer people in the service industries, public safety, education, and trades will be available to meet increasing needs.

Demographically, Truro’s population is getting older (Table 4). Median age has risen drastically over the past 30 years, from 42.7 years old in 1990, to 45.7 in 2000 to 60.3 in 2020. Over this same 30-year period, the percentage of the population under 24 years of age has decreased 15%, while the share of the population over 65 has increased by 10%. The proportion of the working-age population of 25-to-64-year-olds has remained relatively stable, ranging between 57% and 61% within the past 30 years⁶. However, as more people retire to Truro and Truro workers retire, there is not a corresponding increase in younger workers able to live nearby. The lack of housing, both rental and home ownership, that is affordable is a major factor.

Table 4. Population age distribution in Truro across three decades ⁷

Age/Year	1990	2000	2020
0-24	25%	21%	10%
25-64	57%	61%	60%
65+	20%	17%	30%
Median Age	42.7	45.7	60.3

⁶ 2023 Economic Development Vision and Strategy Report, prepared by Ridley Associates with the Economic Development Committee

⁷ 2005 Local Comprehensive Plan, 2020 ACS

Table 5. 2022 Age Breakdown⁸

Median age under 20	12%
20-24	3%
25-35	7%
35-44	8%
45-54	15%
55-64	24%
65-74	21%
75+	10%

The Cape Cod economy is highly dependent on tourism, and Truro is no exception. Between 15,000 and 20,000 people often inhabit Truro on peak summer weekends. The workforce is in full swing in season supporting the tourism industry, although by February, 20% of the town’s potential labor force is typically unemployed. There is a significant lack of middle-income households in the town, with a disproportionate share of lower-income and higher-income earners. The median household income was \$83,992 in 2022⁹.

Food insecurity is an issue in Truro. The Truro Food Pantry, which operates out of the Council on Aging (COA), provides food to approximately 50 people weekly. Truro Community Kitchen, based at the Christian Union Church, delivers a hot and a cold meal weekly to close to 100 Truro residents.

Truro’s population is predominantly white. The 2020 Census self-report was: 89% White non-Hispanic, less than 4% Black, less than 4% Hispanic, just under 2% bi- or

⁸ HAC Concord Report – 2021/2026 ESRI Demographics

⁹ 2023 Draft Housing Production Plan (Draft HPP)

multi-racial and less than 2% Asian. During the past few decades, Truro has enjoyed the growth of a Caribbean, primarily Jamaican, community.

Physical Features

Truro has approximately 26 miles of shoreline. This coastline is a major attraction and is frequented by residents and summer visitors of all ages for swimming, fishing, walking, and other types of recreational activities. While the number of people enjoying Truro's many natural features is certainly higher during the summer months, year-round residents enjoy walks on the beach and through the rolling hills all year long. On any winter afternoon that shows promise of a sunset, no matter how cold or blustery the weather, there will be people at the west-facing beaches and parking lots.

[insert image #50 of photo of sunset reflected in car window]

Truro's beaches are a significant local resource. There are four ocean beaches (Ballston, Coast Guard, Head of the Meadow, and Longnook) and seven bay beaches (Beach Point, Cold Storage, Corn Hill, Fisher, Great Hollow, Noons Landing, and Ryder). The town also has seven freshwater kettle ponds.¹⁰

Key features of Truro's coastal landscape include Beach Point and Pamet Harbor on the bayside, and cliffs and dunes of the Highlands on the ocean side. The Pamet River runs westward across Truro from Ballston Beach on the ocean side to Pamet Harbor on the bayside where it empties into Cape Cod Bay. As a result of the undulating topography, low vegetation, and natural landscape within the CCNS, Truro possesses perhaps the greatest amount of shoreline and broad sweeping views of bay and ocean waters among all Cape towns. These unique natural characteristics also make Truro particularly vulnerable to inappropriately sited dwellings and scaled development.

Placetypes

In its 2019 Regional Policy Plan, the CCC "identifies areas with similar natural and built characteristics as distinct 'Placetypes,' which serve as a conceptual framework for regional planning and regulation.

¹⁰ 2023 Economic Development Report

Eight Placetypes have been identified, each with a vision consistent with the region's growth policy, as well as strategies for creating and enhancing their unique characteristics."¹¹ Six of the eight Placetypes clearly describe parts of Truro today. The recommended strategies for each Placetype are included in the Goals & Objectives discussion.

Truro's six Placetypes and their descriptions are:

Natural Areas, including the CCNS, are generally the region's least developed and most sensitive areas.

- The vision for these areas is to minimize adverse development impacts to sensitive resource areas, to preserve land that defines Cape Cod's natural landscape and contributes to its scenic character, and to improve the Cape's resilience to severe storms and the effects of climate change. Some parts of the CCNS in Truro falls in this placetype.

Maritime Areas are clusters of commercial and mixed-use development that contribute to Cape Cod's working waterfronts and harbors. Pamet Harbor is an example of a Maritime area in Truro.

- The vision for these areas is to support the fin- and shell-fishing industries as well as other commercial, recreational, educational, and research activities associated with the marine environment, and to protect maritime dependent trades.

Rural Development Areas are defined by a high percentage of undeveloped land and sparse building development that contributes to the unique rural and scenic character of the region. Rural Development Areas may include rural historic areas of the Outer Cape, including the CCNS larger-lot residential development, lands in active agricultural production, significant tracts of wooded areas without identified special habitat, and cultural landscapes that help define the region's history. Parts of the CCNS in Truro fall within this placetype.

- The vision for Rural Development Areas is to ensure that development is located, sited, and scaled appropriately to avoid impacts on scenic and/or

¹¹ CCC 2019 Regional Policy Plan (CCC-RPP)

cultural resources, and to help maintain the economic diversity that agriculture can provide for the region, including opportunities for the continuation of traditional agricultural occupations, and for the availability of locally grown food.

Community Activity Centers (small-scale); (Truro Center, North Truro Center, Community Center and Library, Truro Central School) are areas with a concentration of business activity, community activity, and a compact built environment.

- The vision for these areas is to accommodate mixed-use and multifamily residential development in a walkable, vibrant area, to preserve historic buildings, and to provide diverse services, shopping, recreation, civic spaces, housing, and job opportunities at a scale of growth and development desired by the community, with adequate infrastructure and pedestrian amenities to support development.

Historic Areas consist of concentrations of historic structures, including local and/or National Register districts located in a small-scale village setting. Truro has two National Register Districts: Highland Historic District and First Congregational Church Historic District.

- The vision for these areas is to protect historic resources and to support infill development that respects the form, scale, and character of existing historic areas.

Remnants of Military and Transportation Areas (former Air Force Base, Highland Center) consist of large land areas developed with and devoted to infrastructure, such as airports, transfer stations, waste disposal facilities, and Joint Base Cape Cod.

- The vision for these areas is to support comprehensive master planning with community input, encourage growth of industries appropriate to the diversification of the regional economy, and encourage partnerships for use of shared infrastructure.

These six different Placetypes help define Truro's natural and scenic character. It is worth noting that the two CCC-RPP Placetypes labeled as Suburban Development Area and Industrial Activity Center do not apply to Truro. The committee did, however, recognize that certain aspects of these two Placetypes do apply to some areas of the town.

History

Truro's Historic Development Patterns

Truro has a long and rich past, beginning with its settlement almost 12,000 years ago by the ancestors of the Wampanoag Nation. The Paomet people, part of the Nauset tribe (now the Wampanoag Nation) fished, hunted, and grew food in temporary settlements and permanent villages along Cape Cod Bay and the fertile valleys of the Pamet River. Truro's early development centered on these waterways: Pond Village, Pamet, and the south shore of East Harbor.

In November 1620 the Pilgrims sailed into Cape Cod Bay and anchored in present-day Provincetown Harbor. A small group led by Miles Standish made two expeditions into Truro to see whether the Pilgrims should settle here. They found fresh water, pilfered corn from the Paomet at Corn Hill, camped out and investigated Native wetus or dwellings, but they only observed one Paomet man at a distance. After some debate the Mayflower sailed on to Patuxet, now Plymouth.

The area of Truro was colonized in the late 1600s by descendants of the Pilgrims and other settlers, who called it Pamet until the town's incorporation in 1709 as Truro.

During the 1700s, Truro was a town of pioneer whaling men. From about 1830 to 1855, Pamet Harbor was the center of a booming fishing industry, with more than sixty sailboats bringing in fish from the Grand Banks and other fishing spots. Truro became home to other business connected to the fishing industry, such as the Cold Storage facility at what is now Cold Storage Beach and Tiny Worthington's Fishnet Industry shop, located in Pond Village.

[insert Tiny Worthington photo image 76 or 72]

Truro is marked by multiple historical landmarks, most notably Highland Light (also known as Cape Cod Light) and the 1827 Meetinghouse. Highland Light was originally built in 1797 but was replaced by the current structure in 1857. Around that time, Henry David Thoreau visited Highland Light often and described it as, "a neat building, in apple pie order."¹² In 1996, Highland Light, the attached keeper's home and two additional homes that were used as housing for Coast Guard employees were moved due to encroaching erosion. Highland Light was moved back 450 feet and remains there today. At the same time, the two 3-bedroom homes were moved to Old Firehouse Road in

¹² NPS.gov

Truro and became deed-restricted home ownership opportunities, part of the town's housing stock.

The 1827 Meetinghouse of the First Congregational Parish of Truro is the oldest remaining house of worship on Cape Cod. When it was first established, the Meetinghouse was the political, social, and religious center in Truro and Annual Town Meetings were hosted there. Over its nearly 200 years of existence, it has played a central role in community life, and it remains a defining architectural feature of Truro. The steeple boasts an 865-pound bell that was one of the last cast by the Revere Foundry, which was established by the famous patriot, Paul Revere¹³.

Shortly after the Civil War, the Old Colony Railroad was extended to Provincetown, making the Outer Cape an accessible tourist destination. Transportation and access increased summer tourism and encouraged the development of several resort destinations. These were in the Highlands, Ballston Beach, Sladeville, Corn Hill, Whitmanville, and Beach Point. Post-World War I prosperity and the advent of affordable automobiles further increased Truro's accessibility as a tourist destination and ushered in the second phase of development from 1920 until the beginning of World War II.

Following World War II, a new wave of prosperity and mobility, along with improvements to U.S. Route 6, led to a third wave of resort development, along with the development of dozens of modern summer houses throughout Truro. Truro's identity as a scenic destination was reinforced by the creation in 1961 of the CCNS, which protects approximately 67% of Truro's land from future development.

The North Truro Air Force Base was built in 1951 during the Cold War to detect, identify, intercept, and destroy hostile aircraft. At its height, the base housed 500 civilian and military personnel who were a part of the local community. The base included about 50 homes, dormitories, a baseball field, bowling alley, basketball court, and a children's playground. Children of those stationed at the base attended Truro Central School. Some of those who were stationed in Truro stayed and others returned to Truro later in life.

The base was deactivated in 1985, and while the Air Force and Federal Aviation Administration still use the radar technology on the site, the rest of the property was

¹³ Truomeetinghousefriends.com Aug. 25, 2023

transferred to the CCNS in 1994. The Seashore is in the process of demolishing most of the buildings on the site, though it still houses the Payomet Performing Arts Center and coastal research laboratories.

Throughout its history, Truro has been home to a variety of self-sufficient, community-oriented people. From farmers, whalers, shell- and fin-fishers to artists, artisans, and small business owners of all kinds, Truro residents shared a culture of hard work and perseverance, along with an ability to handle challenges and a willingness to do whatever it took to live in Truro. These generational values continue to be an integral part of the fabric of the local community through longtime residents and recent members of the community. This includes the Jamaican community members, who contribute to all aspects of Truro's life year-round, and the many J1 students working multiple jobs in the summer.

Truro's rural character is deeply loved by its residents. We use the word rural sparingly in this document, but the entire narrative conveys a passion for Truro's bucolic, small-town character. Our committee conversations and public outreach efforts have unearthed many expressions of this love. Together, we cherish the feeling of sand beneath our feet at Hillside Farmstand on an August day, meeting our neighbors in line waiting to pick up packages at the post office, or the moment on a beloved fire road where the scrub pines turn into a grove of oak trees. Together, we relish the open expanse of the beaches, inserting our ballots into the hand-cranked ballot box after we vote in local and national elections, and the natural markers that define Truro when we cross the border driving into town on Route 6.

"Designing the Future to Honor the Past," excerpts from the Cape Cod Commission's Design Guidelines, from the Truro Historical Commission's website are included in the appendix. (Appendix 5)

A View of Truro from along Route 6

Entering Truro from Wellfleet on Route 6, while heading north toward Provincetown, one sees a few small kettle ponds and scrub pine and oak woodlands. The hills are gently rolling as made famous by Edward Hopper. Most of the land on both sides of Route 6 are part of the CCNS. Approximately 2 miles into Truro, the Pamet River crosses under Route 6 on its way west to Pamet Harbor. This is Truro Center, with its very small commercial area including a year-round Post Office, seasonal general store, and a single building offering a few commercial spaces. Nearby, Truro's Town Hall, DPW and Meeting House are nestled atop the hill, with Snow's Field just around the corner.

Also nearby, on the west side of Route 6 is a year-round package (liquor) store and a seasonal garden center. From there to the Provincetown town line, the land on the ocean (eastern) side of Route 6 is largely undeveloped (except for some private residences), as most lies within the CCNS. The land on the bay (western) side of Route 6 is residentially zoned and developed, with a few stretches of commercial businesses on Route 6 and Highland Road. Driving another mile, still through gently sloping landscape, one passes the road to Corn Hill Beach and then, also on the left, is a small commercial area with Tradesmen's Park South which includes storage space, work bays, and a small plaza that includes a year-round sandwich shop and several seasonal businesses.

The next sections of Route 6 are much busier. There is the entrance to the almost 70-acre Walsh property, closely followed by the entrance to Truro Central School. On the left, almost opposite the school entrance is a restaurant with an attached ice cream shop. Until recently, this was a busy year-round business but for the past several years, it has been seasonal.

Continuing toward Provincetown, we come to an area of busy commercial and municipal activity. This includes the Public Safety Facility on the left (housing the Police and Fire Departments), opposite the Old North Cemetery, one of the highest points of land in Truro. Recently the Select Board voted to build a new Department of Public Works Facility next to the Public Safety Facility on the south side.

On the north side of Public Safety is Seamen's Bank, the original Tradesmen's Park and then Noon's property, which is the site of several small commercial activities. At this point, Route 6A branches off on the left (western side) of Route 6 and runs through North Truro Center into Provincetown. Just before North Truro Center is a vineyard and distillery, which is open year-round.

After another 0.5 mile, there is an exit to Highland Road, leading to North Truro Center. North Truro Center is home to a year-round Post Office, a seasonal store, and several other businesses. At the bottom of this exit is the site of the Cloverleaf development, which will include 39 units of rental housing ranging from Affordable housing to market rate housing.

The Highland Road exit also provides easy access to the oceanside and to Highland Light. The lighthouse site includes the Highland House, a museum celebrating Truro's history. The building was once a seasonal hotel, built in the Highlands in 1907. Nestled in between the museum, lighthouse and oceanside bluffs is Highland Links, one of Cape Cod's oldest and most scenic golf courses.

[insert highland light photo]

North Truro is a significantly denser area of Truro with several two-, three-, and multifamily housing structures, and former cottage colonies. These are on the west side of Route 6. Nearby is the turnoff for the Truro Public Library, the Truro Community Center and the Puma Park Playground. For the rest of the drive to Provincetown, Route 6 stays on the upland before heading down to close to sea level to travel along Pilgrim Lake to the Provincetown line. The cottage colonies along Route 6A on the bayside are among the most well-known vistas in Truro.

Truro Systems

Town Government Structure

Section 2 of the Truro Town Charter outlines our form of government. The town's legislative branch is Town Meeting. At Annual Town Meeting (and occasional Special Town Meetings), residents are responsible for voting on the budget, changing Truro's bylaws, and any other business which may properly come before it.¹⁴ All voters registered in Truro may vote at Town Meeting.

The Executive Branch is the five-member Select Board, which is responsible for setting policy. The Town Manager is responsible for the administrative functions and the day-to-day operations in accordance with such goals, policies, or plans.¹⁵

Community Engagement

Community engagement involves people working together to affect positive change within the community. There are many types of engagement. Voting and serving on town committees are the most visible, but others include speaking at town meetings, helping others get to meetings, encouraging others to participate, and helping remove barriers to participation. While voting is only one type of community engagement, it is easy to measure. In the past two Town elections, Truro had a voter turnout of 32% in 2022 and 27% in 2023 (Table 3). The turnout for the state election in the fall of 2022

¹⁴Truro Charter 2.1.1

¹⁵ Truro Charter 4.2.1

was 45%. At the 2023 Annual Town Meeting, the first indoor meeting since the Covid pandemic, less than 18% of Truro voters participated.

Table 6. Voter Turnout¹⁶

Election	Registered Voters	Voting	Voting %
ATM Spring 2023 ²	2021 ¹	383	17.5%
Spring 2022 ³ Town Election	2021 ¹	590	27%
ATM Spring 2022 ⁴	2075	238	11%
2022 ⁵ – Town Election	2075	674	32%
Fall 2022 ⁵ – State Election	2075	1490	72%

Volunteering to serve on town boards and committee is another form of participation that is easy to measure. Truro is fortunate to have many dedicated full-time and part-time resident volunteers. The 210 town board, committee, and commission seats are filled by 170 volunteers. Only the Select Board members receive compensation for this labor. Town culture would benefit from creating some small recognitions or celebrations of volunteers.

Other residents serve the community by volunteering for nonprofits, houses of worship, and other local organizations.

During the past five years, community dialogue in Truro has become increasingly uncivil. Name-calling, bullying behavior, lecturing, chastising, and more, are too often part of civic discourse. These behaviors come from proponents of different points of view. The problem is shared, and the solution also must be shared.

In the summer of 2022, the LCPC asked people to answer several questions about Truro, including “what word or phrase best describes your vision for the future of Truro?” The very last response was a drawing of a sign saying, “Entering Truro - Be Kind.”

¹⁶ Truro official town election results spring 2022 (Truro website 2022 ATM actions https://www.truro-ma.gov/sites/g/files/vyhlf9766/f/pages/05312022-town-meeting-actions-2022_0.pdf) & spring 2023 (Truro website 2023 ATM actions https://www.truro-ma.gov/sites/g/files/vyhlf9766/f/pages/2023-atm-roll-up-actions-2023_1.pdf)

Truro does not have an updated code of conduct for members of committees and boards, but the Select Board has made it a goal for 2023-2024. Additionally, public outreach suggests the need for a shared vision around community norms at public meetings.

Built Systems

Land Use

Background

Approximately 67% of Truro is part of the CCNS, which contributes to the rural character to the Town. The pattern of development in Truro has been shaped by the presence of the railroad, Route 6, and the CCNS, as well as historic development related to the coastlines.

Early development within Truro was focused on the Cape Cod Bay side and the fertile river valley of the Pamet River. Over time, small village centers were developed, including East Harbor Village (now known as Pond Village) and North Truro Center, Truro Village (Truro Center), and a small village in southwest Truro along Bound Brook near the Wellfleet Town line. Pond Village and Truro Center continue to be the focus of community activity within the Town. Truro's villages are surrounded by predominantly single-family residential development, with small commercial areas and industrial uses located along the western side of U.S. Route 6.

In addition to the substantial CCNS lands, Truro has been committed to the protection of its valuable natural resources for decades. In 1981, Truro and Cape Cod conservationists founded the Truro Conservation Trust (TCT) to acquire land to be held as open space. The TCT became the first land trust established on the Cape. It now owns 89 properties totaling approximately 300 acres and holds an additional 45 acres of Conservation Restrictions.

Existing Zoning

The Truro Zoning Bylaw identifies and describes seven zoning districts, including Residential, Beach Point Limited Business, Route 6A-North Truro-Limited Business, Truro Center Limited Business, North Truro Center General Business, Route 6 General Business, and CCNS/Seashore. Four additional overlay districts have been established, including Flood Plain, Water Resource Protection, Affordable Rental Housing, and Solar

Farm. The zoning bylaw specifies uses allowed in each of the seven districts and when special permits are required.

- Route 6A North Truro Limited Business district is intended to provide space for professional offices in an otherwise residential district
- Truro Center Limited Business district is intended to enable and foster the mix of retail businesses and restaurants together with single-family homes historically characteristic of this village
- Beach Point Limited Business district is intended to enable, define, and control the traditional vacation cottages and other activities in this area, together with any conversions of cottage or cabin colonies, motor courts, motels or hotels
- Route 6 General Business district is intended to enable, define, and control the establishment of larger businesses as well as residential housing in this high-visibility part of Truro
- North Truro Center General Business district is intended to foster larger businesses as well as hotels and restaurants together with residences, while protecting the small-town flavor of this historic center

The town's existing zoning regulations guide the size and shape of development through dimensional regulations that pertain to all districts. This includes current lot area minimums (.75 acre in most districts, and 3 acres in the Seashore District) and Gross Floor Area maximums for residences (3600 square feet as of right, with up to 1000 square feet in addition by special permit). Much of Beach Point was developed prior to the town adopting zoning regulations which is why the lots are much smaller.

Existing Land Use

This information about land use types within Truro were derived from the 2016 MassGIS Land Use Land Cover Dataset.

As stated above in Land Area (p. 13), there are approximately 13,500 total land acres in Truro and approximately 9,540 of these acres are in the CCNS.

Table 7. Partial breakdown of land use types in Truro¹⁷

¹⁷ <https://public-nps.opendata.arcgis.com/>

MassGIS 2016 Land Use Types	Acres (Total)	Acres (Outside of CCNS)
Residential (Single Family, Multi-Family, Other)	2915	2396
Open Land	1191	1143
Commercial	251	112
Agricultural	59	59
Industrial	38	38
Mixed Use (Mixed Use Other, Mixed Use Primarily Residential)	19	19

Open Space

Truro currently has many open space and recreation resources protected from development, not only within the CCNS, but also as a result of long-term efforts by residents, town officials, and volunteers to protect natural resources, conserve open space, preserve habitats and provide recreational opportunities for residents and visitors. Truro is currently in the process of updating its Open Space and Recreation Plan.

Open space contributes in many ways economically and financially to the town. Despite its historic economy focused on the farming and fishing industries, Truro's economic base today relies heavily on tourism and retirees, and the service and construction businesses required for their support. More information is contained in the Economy section in Community Systems.

Current Trends

The population of those identifying Truro as their primary residence and the summer population has increased over the last 10 years. The increase in seasonal population and tourism places stress not only on Truro's natural resources and recreation facilities, but also on its infrastructure.

The high cost of housing and lack of affordable housing in Truro has made it extremely difficult to attract, support, and retain workers, which in turn has had significant effects on development and employee retention. Truro has a significant aging population, many of whom would like to remain in Truro as they age but currently there are no appropriate housing options.

Truro is investigating planning and zoning initiatives aimed at increasing affordable rental and ownership year-round housing.

Community Facilities and Infrastructure

Background

Community infrastructure encompasses a variety of physical infrastructure, facilities, and buildings provided by municipalities that contribute to the quality of life and overall safety and health of a community. Despite its small year-round population, Truro possesses many community facilities that are cherished by residents and visitors alike. Community survey respondents did express the need for additional social services and/or recreational facilities to support the needs of year-round residents.

Truro's community facilities include: the Truro Community Center (a 9,000-square-foot facility that opened in 2009), Truro Central School, Truro Public Library, Puma Park, and the Snow's Field and recreation area.

The Truro Community Center houses two departments: the Council on Aging (COA) and Recreation and Beach Department. The structure includes a multi-purpose room, gym with dividing door, youth room and kitchen. The Truro Food Pantry, located in the kitchen, is open twice weekly to Truro residents. Puma Park Playground, behind the Community Center, includes both accessible children's playground and outdoor adult fitness equipment. The center provides facilities for Truro full- and part-time residents and visitors to engage in a variety of COA programs, ranging from pickleball to a weekly sewing group. The recreation department provides a summer-recreation program at TCS and organizes volunteer-coached sports for elementary youth. There are currently limited adult recreation opportunities.

The Truro Public Library is in the same complex as the Community Center. The library annually hosts dozens of programs for all ages, as well as monthly art shows featuring local artists. Prior to the pandemic, the library had lent approximately 60,000 materials annually and summer of 2023 data shows that visitor numbers are returning to pre-pandemic status. The library provides additional services, such as a Notary, a small public business center, and space for public meetings and quiet work. Recent additions include a refrigerator for sharing locally grown food, a sensory board, a mud kitchen and an edible garden with a small path. The library is a significant community resource all

year and actively collaborates with other town departments and a wide range of community organizations.

Truro maintains its own independent school district with one elementary school. TCS serves preschool through sixth grade for Truro residents and school choice students from neighboring towns (Table 4). Truro students may attend TCS or choose to go to Provincetown International Baccalaureate (IB) School. At the middle school level, Truro students choose Nauset Middle School, Monomoy Middle School, Cape Cod Lighthouse Charter School or Provincetown IB School. At the high school level, students attend Nauset Regional High School, Monomoy High School, Cape Cod Technical School, or Sturgis Charter School.

TCS’s mission statement states that it: “nurtures the intellectual, physical, social, and creative potential of each individual. We endeavor to create a more equitable, inclusive environment that promotes curiosity, self-esteem, empathy and independence.”

TCS's projected enrollment for the 2023-2024 school year is 93 students. Additionally, 17 Truro resident elementary students have chosen to attend Provincetown IB School as part of a school-choice agreement. This year, TCS is expecting 17 school-choice students from neighboring towns. For the 2023-2024 school year, there are 195 total Truro students aged preschool through high school, with two students in out-of-district placements.

Table 8. School enrollment for the past 5 school years¹⁸

School/School Year	2018-19	2019-20	2020-21	2021-22	2022-23
TCS – Truro residents	86	94	90	89	75
At TCS – school choice	20	21	23	22	24
TOTAL TCS	106	115	113	111	99
Provincetown MS	18	25	27	21	16
Nauset MS/HS	106	102	94	91	83
Cape Cod Tech	2	6	5	9	11
Charter School	5	5	4	1	
Monomoy					1

¹⁸ Data from Town of Truro Annual Reports

The Truro Public Works Department (DPW) is responsible for the maintenance and operation of town facilities, including the transfer station, parks, beaches, and utilities. The Department is charged with maintaining town infrastructure that includes parking lots, 40 miles of paved public roads, and maintenance of approximately 20 miles of highly traveled dirt roads. The DPW is responsible for all town buildings. The Truro Recreation and Beach Department manages several facilities, including Snow's Field, as noted above.

Community Infrastructure Challenges

The October 2022 community visioning workshop identified several key infrastructure needs, including bike paths and sidewalks, wastewater treatment, and the expansion of broadband internet service.

The LCP community survey also identified broadband access as a key infrastructure issue (nearly 55% of respondents), followed by town services and facilities (35% of respondents), and transportation and mobility (nearly 29% of respondents). The need for additional electric vehicle (EV) charging stations was also noted in comments received on the survey.

In a separate question, respondents supported the town dedicating financial resources to develop community facilities and infrastructure, including resources to protect water quality (67%), wastewater treatment (34%), and other types of infrastructure (40%).

The demands on Truro to maintain or improve existing facilities and infrastructure while funding the development of new facilities and infrastructure to meet community needs is a key challenge. As much of Truro's infrastructure is owned and controlled by entities other than the Town -- including the state (Route 6) and CCNS -- coordination and collaboration with neighboring towns, government agencies and other partners is essential to meeting Truro's future infrastructure needs. This section focuses on the issues of transportation, recreation facilities, and broadband internet access as high priorities.

Challenges identified by Truro's Energy and Climate Actions Committees include reducing reliance on non-renewable energy sources to align with state goals of reducing greenhouse gas emissions. Specific initiatives include using alternative energy sources in new buildings, improved education around energy technologies, promoting use of electric vehicles and providing more EV charging stations, and investigating all feasible alternative energy sources for Truro -- including solar, wind and water.

Transportation and Mobility

U.S. Route 6 is the main highway to the Outer Cape north of the Eastham rotary. In sections of Truro, it is the only option and, if blocked by an accident, would cut off North Truro and Provincetown from the rest of the Cape. Route 6 transitions from a two-lane to a four-lane roadway in a portion North Truro. Route 6 is heavily traveled throughout the year, especially in the summer months. Making a left turn onto or from Route 6 during highly traveled periods is challenging and dangerous. Route 6A/Shore Road parallels Route 6 from North Truro to Provincetown and serves as an alternate scenic route along the Cape Cod Bay shoreline.

Limited public transportation to Truro is provided by the Cape Cod Regional Transit Authority (RTA) with a main stop at Highland Road on Route 6 and FLEX bus stops at various locations along both Route 6 and 6A. The existing bus service does not meet the needs of workers, especially those in the hospitality industry who need to be at work early and/or come home very late.

Plymouth and Brockton Street Railway Company and Peter Pan provide bus service between Provincetown and Hyannis with stops in Truro and connections to Boston and Logan International Airport.

The Truro Council on Aging provides van transportation services to Truro residents who are at least 60 years old and for adults with disabilities to destinations within Barnstable County four days a week to specific locations. Air transportation is available at Provincetown or Barnstable municipal airports.

Bicycle facilities in Truro consist primarily of shared-use paths or narrow shoulders along existing roadways. Several bike trails also exist within the Cape Cod National Seashore and in the developed areas of the town, including Head of the Meadow Bike Trail and several off-road, multi-use, unnamed trails. Along Route 6, Route 6A, Old County Road, and Castle Road, there is a shared bike path, which makes up a segment of the Claire Saltonstall Bikeway stretching 135 miles from Boston to Provincetown. Cyclists use South Highland Road and Highland Road in the summertime to travel between the ocean side and Route 6A/Shore Road, although there is no formal bicycle lane. The unseparated use corridors are frustrating and dangerous to cyclists and drivers alike. Truro has limited sidewalks and crosswalks, with no roadways where sidewalks are on both sides of the road.

Active Recreation Facilities

As noted in the Open Space section, the Recreation Department and community survey results recognize the need for picnic areas, scenic walking routes, athletic fields and courts, hiking trails, and safe bicycle routes, not only for the citizens and visitors of Truro, but also to connect neighboring Outer Cape communities. The town has no public courts (tennis, pickleball, basketball), and there is only one athletic field facility available to the public (Snow's Field), which may be affected if some of the land is needed for future water supply development.

Social & Health Services

Meeting the needs of Truro residents for social services and health services were also noted in the community survey results. Currently there is no central point for information on accessing or connecting to social and medical services. Outer Cape Health provides resources at the Truro COA through its Navigator program to provide access to health and social services.

Broadband Access

Full broadband coverage is essential to future growth.

According to a 2010 report prepared by the Truro Cable and Internet Advisory Committee, the number of properties with access to broadband service via Comcast was between 93 and 98 percent of 2,800 lots with buildings. The Committee estimated then that there were between 65 and 199 lots, with a building of some kind, without broadband service.

Since then, Comcast has extended coverage in some sections of Truro, yet the lack of competition has been cited as one factor in the less-than-robust internet service. In 2023, a Cable and Internet Advisory Committee survey sought to determine gaps in internet service more accurately.

Among the 73 respondents, 94% had internet access via cable, though only 72% were satisfied with download speed. Some respondents cited unreliable internet service and a concern for public safety in areas currently without access. Some also cited the high cost of internet via cable and via cell phone carriers.

Community Systems

Cultural Heritage

Background

Paomet

Truro's culture and heritage has its origin with the Paomet people. Truro has recently worked to actively recognize, support, and honor the past and current contributions of the Paomet people and their descendants.

Truro's Historic Character

Truro has two designated National Register of Historic Places Districts (NRDIS): the Truro Highlands Historic District and the First Congregational Parish Historic District. Truro Highlands includes approximately 15 historic buildings along Highland Road (within the National Seashore east of Route 6) and the First Congregational Parish Historic District includes the historic cemetery along First Parish Lane (near Town Hall). While many of Truro's historic buildings/structures fall within these districts, many notable historic structures and landscapes exist throughout the town, including the Edward Hopper house and landscape; a portion of the Dune Shacks Peaked Hill Bars Historic District (within the CCNS); and a wealth of midcentury modern houses, the subject of a recent survey overseen by the Town's Historical Commission.

Truro's wealth of historic resources from the 18th through 20th centuries was documented in a multiphase effort from 2009-2013 by the Truro Historical Commission to create a comprehensive community-wide historic properties survey. As a result of field survey, research, and National Register eligibility evaluations, 54 individual properties and 8 historic districts with 545 contributing properties included in the comprehensive survey were recommended as eligible for the National Register.

The Truro Historical Commission created a self-driving tour and booklet of significant historic/cultural sites in Truro which is included in the Appendix.

Housing

Existing Housing Stock

The table below shows the number of existing types of housing structures in Truro from condominiums through apartment buildings of more than eight units.

Table 9. Existing Housing Stock¹⁹

Housing structure	Number
Condominiums - Residential	556
Single Family Residence	2,123
2 Family Residence	60
3 Family Residence	4
4-8 units Apartment Building	5
> 8 units Apartment Building	3
Multi Use Residential	8
Multiple Houses	140

Currently, the total number of housing units in Truro is 3,001 and the number of housing units inhabited full-time is 1,333.²⁰ The table above is housing structures not units which is why the totals are not the same.

Background

Truro is experiencing a severe housing shortage, along with all Cape Cod towns. There is a rapidly growing lack of year-round housing that is accessible and affordable for those at low- to middle- and even upper-middle-income levels. There is no housing designed to allow seniors to downsize and age in place in Truro. Seasonal housing for workers continues to be a major issue.

Current challenges to housing include: a profound lack of rental housing and affordable home ownership opportunities, environmental constraints, restrictions on development in the National Seashore, and competing priorities. Housing stock being used as vacation and short-term rentals has a significant effect on housing availability and affordability for full-time residents, yet also provides a sizable revenue stream through the short-term rental tax.

¹⁹ Truro Assessors Database

²⁰ 2020 U.S. Census

Currently, only 15% of Truro's housing stock is made up of rental units.²¹ This puts Truro in the category of a "rental desert" according to a study by the Joint Center for Housing Studies at Harvard University.²² It is anecdotally reported in the 2023 draft Housing Production Plan that there are numerous unregistered housing units in Truro, which are important to consider as part of the housing stock. The Town has not been able to officially count these units, so the true number is unknown as of July 2022. It must be assumed that the number of rental units in this report is an underestimate of the true number.

We also know anecdotally that there is a significant number of Truro residents who during the summer months are living in campgrounds, on friends' couches or other temporary accommodations. One reason is that renters often cannot get 12-month leases and must settle for 8- or 9-month leases and scramble to find some place to sleep during the high season. Also, some full-time residents rent out their homes during the summer to pay their mortgage, insurance, and taxes.

Truro's largest affordable housing development, Sally's Way, offers 16 units of rental housing. Sally's Way is fully occupied and has a waiting list of more than 200 families. (We have requested data on the number of Truro families and families living in the other three Outer Cape communities who are on that waiting list.) Only about 1.88% of Truro's year-round units are subsidized affordable units, significantly less than the statewide goal of 10%. Wellfleet is at 2.58% but has more units in process than Truro does.

Of the full-time occupied units, 90% are single-family homes and most were built between 1960 and 1999.²³ The majority are owner-occupied, and most housing units have more bedrooms than required for people in the household, implying the need for smaller units to help improve affordability.

There are 120 condominium units that are licensed for year-round occupancy, though it is not possible to determine whether they are rented year-round, owner-occupied, or

²¹ Draft HPP

²²

https://www.jchs.harvard.edu/sites/default/files/reports/files/Harvard_JCHS_Americas_Rental_Housing_2022.pdf Aug. 25, 2023

²³ Draft HPP

serve as short-term vacation rentals. There are 431 other condominium units that are allowed three-season use.

In considering the overall housing need, it is important to look at both current and new community members. Current members include those who are housing-cost-burdened, those living in unsafe housing, and seniors looking to age in place in Truro.

Housing Burden and Challenges

The United States Department of Housing and Urban Development considers households who spend more than 30 percent of income on housing costs to be housing-cost-burdened.²⁴ About 27% of households (179 households) in Truro are paying more than 30% of their income on housing costs, and most of these are also earning less than 80% of the Area Median Income. About 7% of Truro households, or 44 households, are severely cost-burdened, paying more than half their income in rent or housing costs.²⁵

Although accurate rent data is difficult to obtain, the best information available suggests that the average rents in the town are out of reach for these lower- and moderate-income residents. HUD data indicates that about three-quarters of Truro's cost-burdened households are homeowners rather than renters.²⁶

For those wanting to buy a home, the situation has grown increasingly untenable. When houses do become available, the prices are often too high to afford. There is a growing and insurmountable gap between income and sales price. The price of purchasing a single-family home in Truro climbed significantly during and since the Covid 19 pandemic, from a median price of \$716,000 in 2020 to nearly \$1.4 million in 2022.²⁷ Given the \$1.4-million median sales price of a single-family home, an individual or family would need to earn almost \$375,000 annually. However, the median household

²⁴

https://www.huduser.gov/portal/pdredge/pdr_edge_featd_article_092214.html#:~:text=HUD%20defines%20cost%2Dburdened%20families,of%20one's%20income%20on%20rent Aug. 25, 2023

²⁵ Draft HPP

²⁶ Draft HPP

²⁷ Town Assessor

income in Truro in 2022 was \$ \$83,992, less than one-quarter of what's needed to buy the median-priced home.

Truro's Draft HPP projects that by 2035, Truro will need 175 more rental units and 85 more units for homeownership, totaling 260 units for residents up to 120% AMI. Thirty percent of those housing needs are for a studio or one-bedroom apartment, 50% are for two-bedroom apartments, and 20% is for three-plus-bedroom apartments.

Economic Development

There are various challenges to economic development and business opportunities in Truro, including but not limited to: a lack of affordable and workforce housing, reduced number of people here to work in various positions that support the critical hospitality industry (those in various trades, restaurant positions and cleaners), a lack of affordable childcare options and supply chain difficulties. As stated by a Truro business owner, cited in the 2023 Economic Development Plan, "there is no sense in talking about economic development if the town does not tackle the housing issue."²⁸ Truro is evaluating its economic development strategies with specific attention to foster business-friendly environments.

Background

The 2022 Truro Economic Development Vision and Strategy (Appendix 4) summarizes the current state of Truro's economy and the challenges facing its residents, businesses, and workforce so that the town can have an informed discussion to generate solutions to these issues.

Outer Cape towns, including Truro, have smaller year-round populations, a higher percentage of undeveloped land due to the presence of the CCNS, and a higher ratio of housing units to year-round residents compared with towns in other Cape Cod sub-regions. As a result, these town economies experience the most significant seasonal changes in population, housing, and the seasonal tourism economy. Fifty-nine percent of Truro houses are used seasonally.

²⁸ 2023 Truro Economic Development Vision and Strategy, Ridley & Associates

Housing that is affordable and available is the most pressing challenge for Truro's economy, as it has negatively affected many businesses' ability to find and retain workers, which has in turn reduced their ability to maintain operations.

Many local businesses report that they regularly encounter extreme difficulty attracting and retaining workers, especially younger and entry-level workers. Employee shortages have caused many businesses to reduce hours of operation, take on less work, reduce services offered, and forgo innovations that would lead to growth, income, jobs, and spending in the local economy.

Current employees and business owners are concerned that there will be no one to replace them once they retire. In addition to the lack of affordable housing, an unpredictable visa process that offers too few visas for seasonal foreign workers has compounded the issue. There is also a lack of affordable childcare in the area, so working parents may be forced to travel longer distances or to reduce their hours. Additionally, the lack of public transportation services that support workers in the hospitality industry and others who don't work traditional 9-5 hours is a significant issue for workers and employers.

Current Trends

Cellular and internet service within the Cape Cod National Seashore in Truro is widely viewed as unreliable. The Cape Cod Commission's survey of second homeowners found that only two-thirds of respondents reported that their Internet service allows them to perform necessary tasks, while 22% shared that their service causes some problems for the household, and 7% noted their service is inadequate for necessary tasks.

Following the pandemic, this problem has become even more crucial with the increased number of remote workers who rely on broadband services for their livelihoods. With the continuation of remote municipal meetings, broadband access is a critical tool in community engagement.

Truro had 119 business establishments in 2020, compared with 116 in 2010. The largest categories of businesses in Truro were identified as: Leisure and Hospitality which includes vacation rentals, cottages, inns, and restaurants (22%), Transportation and Wholesale and Retail trade businesses (17%), and Professional and Business

services (17%). Truro includes 4 wholesale trade businesses and 10 retail trade businesses.²⁹

Today, at least 29 businesses in Truro are associated with construction trades; many tradespeople operate within the Residential district under Truro's Home Occupation Bylaw. Approximately 20 local growers supply local markets and restaurants, with many growers also engaging with food assistance programs on the Outer Cape.³⁰

It has been challenging recently to find services that support the hospitality industry (i.e., those that can clean, make repairs, and provide trade services). Many businesses do not have timely access to the support services needed to keep operations running smoothly and optimally.

Businesses are seeking simpler licensing and permitting processes. Additionally, business owners would like more input into decisions that would greatly affect their operations.

Natural Systems

Water Resources

Background

Truro is blessed with extensive and invaluable fresh water and saltwater resources. These include aquifers, numerous ponds, rivers, and nearshore and offshore waters. Our freshwater lenses provide drinking water for Truro and Provincetown residents as well as recreational opportunities for swimming, boating, and fishing. Saltwater resources also provide recreational opportunities for swimming, boating, and fishing, while supporting an ecosystem of aquatic habitats for numerous finfish and shellfish. Protecting these resources is critical for the health of the living ocean. They are also critical for tourism, which is Truro's primary economic engine.

Fresh Water

²⁹ 2023 Truro Economic Development Vision and Strategy, Ridley & Associates

³⁰ 2023 Truro Economic Development Vision and Strategy, Ridley & Associates

The public water system operated by the Town of Provincetown withdraws groundwater via a series of public supply wells in Truro and provides drinking water to both communities. While Truro's public water system supplies all Provincetown residents, a relatively small number (approximately 600 units) in Truro are connected. Most Truro residents rely upon small capacity, domestic private wells for drinking water.³¹

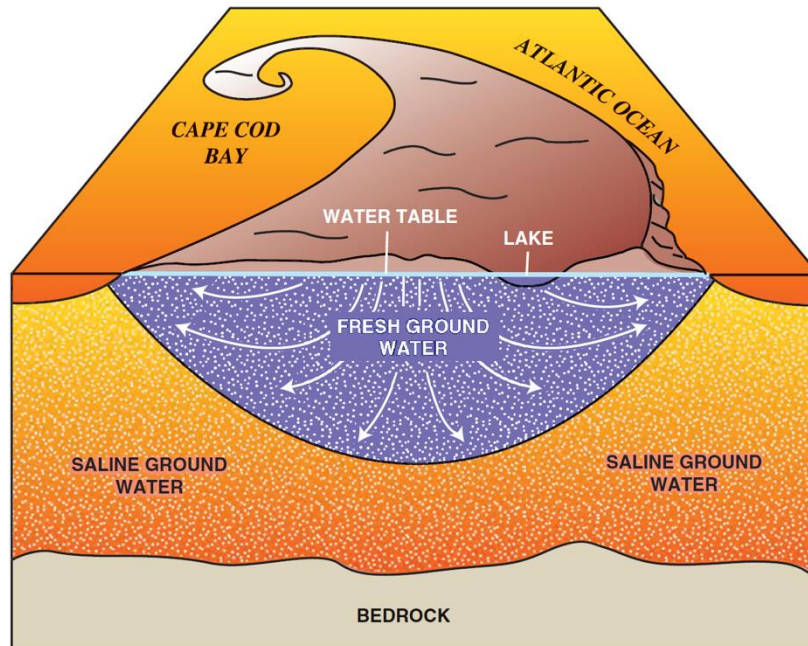
Our fresh water comes from the Pamet and Chequessett lenses. These underground lenses are bubbles of fresh water floating on salt water underneath and are hydraulically independent of one another. They are bordered by the waters of Cape Cod Bay to the west and the Atlantic Ocean to the east. (Figure 3) The Pamet Lens supplies water to a majority of the town, and includes the public water supply wells. Approximately half flows toward the Pamet River. Most of the Chequessett lens supplies the Town of Wellfleet and is the southern portion of the watershed of the Pamet River. Each lens is presently sufficient to meet current and projected demand.³²

Figure 2: Conceptual Cross Section³³

³¹<http://www.truro-ma.gov/assessors-office/pages/assessors-maps> & Phase I report, 2014, Weston & Sampson

³²Truro Integrated Water Resources Management Plan Phase II Report for the Water Resources Oversight Committee by Weston & Sampson 2018

³³ United States Geological Survey (USGS)



Fresh water enters the system via precipitation that infiltrates the land surface and recharges the underlying groundwater, then slowly flows through it at a rate of approximately one foot per day, ultimately discharging to freshwater kettle ponds, pumped wells, streams, coastal marshes the Pamet and Little Pamet rivers, and ultimately the ocean and bay.

The amount and quality of fresh water is affected by rainfall, withdrawals from wells (public and private), and return flows from septic systems and stormwater runoff. It is primarily affected by the consumption of the water – that which is physically exported from the Pamet lens to Provincetown and local irrigation of lawns that is lost to evapotranspiration.

Future growth and seasonal fluctuations in population and the coincident increasing needs for water supply and wastewater disposal, coupled with climate change and sea level rise, place stresses on the hydrologic system. Provincetown and Truro are working jointly to forecast future water needs based on buildout.

[Insert a water table map of the Town of Truro including the Public Supply Wells -- T & B Water Resources Map]

A series of freshwater ponds were formed as kettle-hole depressions in the landscape -- the result of large residual ice features associated with the last glacial retreat approximately 15,000 years ago. Most are located within the Cape Cod National

Seashore and, to some extent, are protected by development restrictions in the Truro's Zoning Bylaw and Seashore regulations. There are two ponds outside the Seashore boundaries: Village Pond and the Great Swamp.

Cyanobacteria blooms have occurred in Ryder Pond and Snow Pond, both within the CCNS. Pilgrim Lake, or East Harbor, is a tidally restricted water body on the town's northerly border with Provincetown. It has been impacted by insufficient tidal exchange, and by direct stormwater discharges from Route 6 and wastewater contamination.

The Pamet and Little Pamet rivers provide invaluable recreational and habitat values. Extensive shellfish resources reside in the Pamet Harbor area where the two rivers culminate. This estuarine system derives the majority of its water from groundwater discharges throughout its watershed.

Climate

Background

As noted in the Executive Summary of the July 2021 Cape Cod Climate Action Plan (CCCAP), climate change is a global phenomenon that is transforming Cape Cod. Rising sea levels and associated changes to the coastline are some of the more dramatic onshore are evidence of climate change, which is also affecting every facet of Cape Cod's natural, built, and community systems. According to the CCCAP, in 80 years, damage to Cape Cod's buildings and land lost to inundation could total over \$30 billion.³⁴

The leading cause of climate change is the increase in atmospheric carbon dioxide as a result of burning fossil fuels (coal, gasoline, natural gas) for energy. In recognition of the climate emergency, in March 2021 Governor Baker signed into law an act creating a Next-Generation Roadmap for Massachusetts Climate Policy, which requires the Secretary of the Executive Office of Energy and Environmental Affairs (EEA) to set statewide and sector-specific sub-limits every five years. The 2022 EEA Massachusetts Clean Energy and Climate Plan established an aggressive statewide 50% reduction in carbon emissions by 2030, and a statewide net zero carbon emissions target by 2050.

³⁴ Cape Cod Commission 2021 Climate Action Plan: <https://www.capecodcommission.org/resource-library/file/?url=/dept/commission/team/climate/Shared%20Documents/Climate%20Action%20Plan/Cape-Cod-Climate-Action-Plan.pdf> August 25, 2023

Truro has been a leader among Cape towns in the development of local energy and climate action policies designed to reduce the town's municipal contributions to carbon emissions and to address the local impacts of climate change. Truro was among the first towns on Cape Cod to establish an Energy Committee in 2004.

In 2011, the Energy Committee completed an energy audit and reduction plan for municipal uses as part of its efforts to become a Massachusetts-designated Green Community. This designation provides financial and technical assistance to help communities reduce energy use and costs through clean energy projects. In 2019, the town established a Climate Action Committee (CAC) and in 2021, a townwide Greenhouse Gas (GHG) inventory was completed, which included: municipal, residential, institutional, and commercial sectors.

In 2022, Truro's Climate Action and Energy Committees adopted a Whole Government Approach to recognize that effective climate leadership requires the integration of climate change mitigation and adaptation into daily operations, decision-making, and planning for the municipality. This approach focuses in three areas: governance, education, and community preparation.

The stated purpose is to reduce the community's contribution to climate change by ensuring that the town's energy infrastructure is cleaner, leaner, and more resilient. The goal is to prepare mitigation actions and adaptation strategies that respond to the effects of climate change before they occur.

Current Trends

According to the CCCAP, transportation (55.5%) and stationary energy sources (39.2%) are the leading sectors for GHG emissions, accounting for 95% of the region's emissions. Similarly, the Truro 2021 GHG inventory identified transportation (45%) as the leading sector for GHG emissions, followed by residential (31%) and electricity generation (22%). On-road vehicles, including passenger cars, light-duty trucks, motorcycles, and heavy-duty vehicles account for 78% of the transportation sector's emissions.

For the Cape Cod region, the average daily vehicle miles traveled is high due to a number of factors, including: miles traveled by second homeowners and visitors to the region, the relatively small proportion of trips other than in a personal vehicle, and the geography and development patterns of the region. Cape Cod, including Truro, is highly residential, accounting for only 2-3% of the total reported commercial and industrial building square footage in the state.

Based on the 2021 Truro GHG inventory, the CO² emissions for 2021 equate to 25,786 metric tons, or 12.7 metric tons per capita (2019 data), as compared to the State's 9.2 metric tons per capita (2017 data).³⁵ These numbers include estimates of CO² emissions based on the Truro's residential and commercial consumption of heating fuel and grid-supplied electricity, number of motor vehicles and watercraft, and amount of waste deposited at the Transfer Station.

Truro's per capita CO² emissions are higher than the state as a whole, but lower than the US overall. The inventory notes that Truro's seasonal population skews the CO² per capita emissions. Truro's relatively sparse pattern of development and the CCNS accounting for 67% of Truro's land area likely also contribute to the low CO² emissions per 1,000 square mile.

Coastal Resiliency

Background

Truro comprises 26.3 square miles, of which 5.2 acres is water. Truro's residents recognize the importance of the Town's coastal resources to residents, visitors, and the local economy. Truro's coastal resources provide access to a range of summer and year-round activities, including swimming, boating, commercial and recreational shell fishing, walking on the flats, surfing, watching sunsets, and other recreational activities. Truro's ocean bluffs, bayside beaches, marshes, interior woodlands and freshwater wetlands all define Truro's unique natural and coastal environment.

There are four town-owned public beaches, and one CCNS beach on the oceanside, and seven town-owned public beaches on the bayside. Pamet Harbor, between Fisher and Corn Hill Beaches, features twin (north and south) jetties at the inlet to the harbor.

Pamet Harbor is the only protected harbor and mooring area in Truro, with space for roughly 100 moored boats. In 2022, 112 mooring permits were issued.³⁶ The harbor inlet is oriented west-east to the mooring basin. The Pamet Harbor facility includes a dock, harbormaster building, boat ramps and a parking lot.

³⁵ Truro Greenhouse Gas (GHG) Inventory: https://www.truro-ma.gov/sites/g/files/vyhlf9766f/uploads/truro_ghg_inventory_12_13.pdf August 25, 2023

³⁶ Town of Truro 2022 Annual Report

After passing between the old railroad trestle embankments, the Pamet River continues in an easterly direction. This section of the Pamet River is known as the Lower Pamet, which terminates at Wilders Dike at Truro Center Road. Here, a clapper valve delineates the Lower and Upper Pamet Rivers as the clapper valve restricts tidal flow into the Upper Pamet. The Upper Pamet River is essentially a freshwater system impacted by Atlantic Ocean overwashes at Ballston Beach during storm events and spring tides.

A portion of south Truro is included within the Wellfleet Harbor Area of Critical Environmental Concern (ACEC). ACECs, as defined by the state Department of Conservation and Recreation, receive special recognition due to the “quality, uniqueness, or significance” of their natural and cultural resources.

Figure 3. Coastal Resources Map

[insert T&B image 103 - coastal resources map]

Current Status

In Truro, the Gulf of Maine, and the Western North Atlantic, as increases in atmospheric and oceanographic heat content and temperature variation drive increasing levels of variation in weather patterns, Cape Cod and New England will experience increasing rates and levels of flooding, coastal erosion, damage to properties, and stresses on natural ocean ecosystems.³⁷ High rates of extreme weather uncertainty will continue to increase as will sea level, rates and intensities of storms, and variations in these and other atmospherically and oceanographically driven features.

Truro’s unique geography and location on the Outer Cape makes it susceptible to storms and the impacts of ongoing changes in the physical atmospheric and oceanographic conditions in the Gulf of Maine and Western North Atlantic.³⁸ Truro’s coastline is subject to flooding, sea level rise, erosion, accretion, migration, and other environmental and natural phenomena.

³⁷2022 Massachusetts Climate Change Assessment Report: <https://www.mass.gov/doc/2022-massachusetts-climate-change-assessment-december-2022-volume-iii-regional-reports/download> Aug. 25, 2023

³⁸Reference to latest report from Gulf of Maine Research Institute and results of recent meeting of the National Academies of Sciences

Coastal erosion and sea level rise continue to be cause for concern for Truro and its seaside property owners. According to the United State Geological Survey (USGS), the mean sea level has risen by roughly 1 foot in the past 100 years. Sea level rise and increased storm energy increases erosion of coastal resources. The faster the sea level rises, the more the erosion rate increases, creating an immediate problem for coastal communities. With increases in atmospheric and oceanographic heat content come increases in weather variability, storm intensity, and occurrence of these phenomena. Larger storm events are occurring more frequently.

Storms in recent years have caused increased erosion on Truro's beaches, resulting in damage to natural systems, as well as homes, beach parking lots, and roads. Greater storm intensity has increased transportation of sediment along all of Truro's shores. Areas such as Pamet Harbor are of high importance, both recreationally and economically, and must be properly managed to balance the area's environmental needs with the commercial and recreational demands of the community.

While sediment accumulation is a naturally occurring process, the Pamet Harbor approach channel and mooring basin need ongoing dredging to maintain enough water depth for boats to safely transit between the harbor and Cape Cod Bay.

[insert photo of beach house image from lon morris #32 or #33]

As stated in the 2017 Hazard Mitigation Plan (HMP) and the 2019 Municipal Vulnerability Preparedness (MVP) Summary of Findings, coastal shorelines — especially beaches, dunes, and banks — change constantly in response to wind, waves, tides, and other factors such as seasonal variation, sea level rise, and human alterations to the shoreline system. Through the Shoreline Change Project at the Massachusetts Office of Coastal Zone Management, the ocean-facing shorelines of Massachusetts were delineated and statistically analyzed to demonstrate trends from the mid-1800s to 2009. It was determined that the entire coastline of Truro is vulnerable to shoreline change, and for Truro, the rate of shoreline erosion has been increasing since the 1800s.

Truro's long-term rate for coastal erosion is predicted to be 0.9 ± 1.4 feet per year, according to the Massachusetts Coastal Erosion Commission. Coastal erosion is measured as the horizontal displacement of a shoreline over a specific period, measured in units of feet or meters per year.

During the past several years, a number of homes have been threatened by coastal erosion on the oceanside, and several have been moved back from the coast. There

are very clear regulations about building/rebuilding in these areas; these require consistent application and enforcement. The town will continue to nourish public beaches, as needed, planting beach grass and installing snow fencing to build resiliency of the resource areas in town-owned public areas

Flood Hazard Zones

There are multiple areas in town that are designated as flood hazard zones by the Federal Emergency Management Agency (FEMA). The entire Truro coastline (ocean and bay) is within the FEMA VE-Zone, including the Pamet River and Pamet Harbor. VE Zones are also known as coastal high hazard areas. These areas are subject to high velocity water including waves; they are defined by the 1% annual chance (base) flood limits (also known as the 100-year flood) and wave effects three feet or greater.

The hazard zone is mapped with base flood elevations (BFEs) that reflect the combined influence of still water flood elevations, primarily frontal dunes, and wave effects three feet or greater. AE Zones, also within the 100-year flood limits, are defined with Base Flood Elevations that reflect the combined influence of still water flood elevations and wave effects less than three feet.

The AE Zone generally extends from the landward VE Zone limit to the limits of the 100-year flood from coastal sources, or until it reaches the confluence with riverine flood sources. The A zone can be found in the Pamet River Valley, the area around Mill Pond Road, the Little Pamet River and its surrounding area, the area southeast of Ryder Beach, and the area along the Provincetown border connecting to Pilgrim Lake.

[insert image #6 flooded snow field]

There is potential for Route 6 to become inundated with stormwater, particularly along the northern section where it passes parallel to Shore Road along Noons Landing Beach where some sections are less than 10-feet above sea level. Currently one condominium development on Beach Point is being required to relocate back from the shore and to elevate due to erosion.

The 2022 Massachusetts Climate Change Assessment Report identified coastal wetland degradation and coastal erosion from sea level rise and storm surge as having

the greatest potential impact to the natural environment of Cape Cod.³⁹ A review of the latest climate data developed for Massachusetts and a statewide assessment of potential climate impacts indicated that coastal wetland degradation, especially salt marshes, was ranked as one of the highest priorities for mitigation. It is estimated that Cape Cod will lose 300 acres of coastal salt marsh habitat by 2030.

SECTION 4: GOALS, STRATEGIES

& ACTION PLAN

Definitions

Goals – Aim or desired outcome. These goals are tailored to Truro and address key challenges as identified by the town.

Strategies – What needs to be achieved to meet those goals.

Action Plan – How we are going to reach our goals. The Action Plan lays out the steps needed and functions as a road map to implementation.

Relationship Between CCC Systems and LCP Priorities

The CCC-RPP is organized around a set of three systems: Built, Natural and Community. To these, the LCPC has added a Truro system unique to our needs as a town.

This LCP is organized around the five priorities that came out of our research and public outreach, as described in the vision statement. The connections to the CCC systems are detailed below. As such, many of our goals are consistent with the RPP goals for the entire Cape. Each priority includes references to the CCC categorization of systems, but not all systems apply to each goal. See Table 5 to find corresponding systems for each priority.

³⁹ 2022 Massachusetts Climate Change Assessment Report: <https://www.mass.gov/doc/2022-massachusetts-climate-change-assessment-december-2022-volume-iii-regional-reports/download> Aug. 25, 2023

The CCC systems and subsystems:

Built Systems: The human-made physical elements of the region that allow for people to live, visit, and work on the Cape. They are:

B1 – Community Design

B2 – Coastal Resiliency

B3 – Capital Facilities

B4 – Transportation

B5 – Energy

B6 – Waste Management

Community Systems: The social activities and qualities of the region, including the economy and cost of living, which depend on the health of both the natural and built systems. They are:

C1 – Cultural Heritage

C2 – Economy

C3 – Housing

Natural Systems: An integral part of life on Cape Cod, providing drinking water and supporting the habitats and landscapes that draw people to the region, guiding development patterns, and driving the region's economy. They are:

N1 – Water

N2 – Ocean/Bay

N3 – Wetlands

N4 – Wildlife & Plant Habitat

N5 – Open Space

Truro Systems: Important aspects of community in Truro. They are:

T1 -- Collaborative Community

T2 – Supportive Community

Table 10. Connection of CCC Systems & Subsystems with LCP Priority Areas in Goals

		LCPC PRIORITY AREAS				
RPP SYSTEMS	ADDRESS HOUSING	PROTECT ENVIRONMENT	SUPPORT BUSINESS/ECONOMY	REGIONAL & OUTER CAPE INFRASTRUCTURE	COLLABORATIVE & SUPPORTIVE COMMUNITY	
BUILT SYSTEMS						
B1 – Community Design		X	X			
B2 – Coastal Resiliency		X				
B3 – Capital Facilities				X		
B4 – Transportation			X	X		
B5 – Energy		X		X	X	
B6 – Waste Management		X		X		
COMMUNITY SYSTEMS						
C1 – Cultural Heritage			X		X	
C2 – Economy			X			
C3 - Housing	X					

NATURAL SYSTEMS					
N1 – Water	X	X			
N2 – Ocean/Bay		X			
N3 – Wetlands		X			
N4 – Wildlife & Plant Habitat		X			
N5 – Open Space		X			
TRURO SYSTEMS					
T1- Collaborative Community					X
T2 – Supporting People			X		X

Priority 1: Truro will take action to address the housing crisis across a wide variety of demographics and income levels by:

- Encouraging community housing development at multiple sites throughout town
- Ensuring potential environmental impacts are adequately addressed in all new housing development, including high-quality wastewater treatment
- Encouraging creative approaches, including regulatory reform to support housing development

Recent Actions by the Town

In 2018, Town Meeting approved a zoning amendment to restrict the size of single-family homes built within the Seashore District. The following year, Town Meeting approved a similar house size limit in the Residential District.

In 2021, Truro initiated a Rental Assistance Program that has since expanded to serve residents and town employees. This program is operated by the Homeless Prevention Council and, at the time of this report, serves eight individuals/families. Truro's Housing Authority is continuing to work on getting out the word about the program to ensure that it reaches vulnerable people who could benefit from it.

At the 2022 Town Meeting, Truro voted to allow Accessory Dwelling Units (ADUs) by right.

Formed in 2022, an ad hoc housing committee is currently looking at ways to increase housing availability in Truro. The group includes the town planner and a representative from the Select Board, Planning Board, Housing Authority and Zoning Board of Appeals.

In July 2023, the Economic Development Vision and Strategy from the ad hoc Economic Development Committee on issues and strategies for improving the business climate in Truro was approved by the Select Board. This report identifies the lack of housing, both year-round and seasonal, as a major barrier to economic sustainability.

At the 2023 Town Meeting, Truro voted to allocate a minimum of 60% of Community Preservation Act funds to Community Housing.

The planning board is bringing to Fall 2023 Special Town Meeting an article that will amend the current bylaw to allow duplexes (construction or conversion) by right.

Cloverleaf

In 2021, the Truro Zoning Board of Appeals issued a comprehensive permit to Community Housing Resource, Inc. to develop 39 units across several structures, including an 11-unit building and several duplex townhouses, on a 4-acre town-owned parcel. Following the resolution of an appeal, the project is moving forward and will provide a variety of affordable units, including 20 units at 80% Area Median Income (AMI), eight units between 80% and 120% AMI, six market-rate units, and five flexible units. Groundbreaking is expected in early 2024 with occupancy tentatively scheduled for March 2025.

Walsh Property

In April of 2019, Town Meeting voted to authorize the purchase of the 69.9-acre Walsh property. The Select Board appointed the Walsh Property Community Planning Committee, which is currently working on recommendations for uses of the property to present to voters at the Fall 2023 Special Town Meeting. This is an opportunity for the town to explore creative planning to meet the variety of housing needs, among other uses of the property.

Water resources

In 2022, Truro contracted with Scott Horsley, water resources consultant, to assist in the development of a water resources management framework. This framework is intended to coordinate and integrate water supply, wastewater, and stormwater initiatives.

In 2022, the Town also retained GHD, an engineering firm, to develop a Comprehensive Wastewater Management Plan (CWMP) to evaluate wastewater management options, including both centralized wastewater collection and treatment systems, as well as decentralized, on-site septic systems. A decentralized approach requires upgrades to existing cesspools and septic systems and proper siting of both septic systems and wells using an improved protection zone based upon groundwater flow directions.

Key Issues Moving forward

Truro faces a challenge in balancing future housing needs with the need to protect water quality, natural resources, and community character. Providing municipal water in some areas and the use of innovative wastewater treatment facilities may help address this challenge.

With limited acreage available, creative housing solutions are needed. This includes increasing density where appropriate and feasible, considering additional uses for town-owned property, and changes in zoning regulations to create housing opportunities on lots that are currently undersized or otherwise don't conform to existing zoning regulations, such as frontage or setbacks. Larger residential development is limited by current zoning bylaws.

Advances in treatment of wastewater could allow for denser residential and mixed-use development. Consideration of appropriate locations for mixed-use and/or additional residential density with adequate water and wastewater infrastructure will be needed to meet this housing challenge.

A consistent message from residents is a desire for a variety of housing options – both rental and ownership – covering a wide range of income levels and to integrate housing of various levels and densities throughout Truro, to the extent to which this is possible.

Future affordable housing in Truro needs include the need for ADA compliant units and a much larger number of units that integrate universal design principles.

The Cloverleaf project will include energy-efficient building technologies and include solar energy. Future housing needs should rely on the latest technologies for energy efficiency.

The CCNS occupies approximately 67% of the land in Truro. Current regulations make it very difficult to add housing within the Seashore. However, we must continue to work with the National Park Service (NPS) to explore options.

Truro has a high need for housing for town employees, fire and rescue, healthcare workers, and staff at TCS. Truro businesses also have a need for both year-round and seasonal housing for their workers.

A roadblock to creating housing opportunities is a lack of shared understanding among groups in the community about the critical housing needs of different populations in Truro. Successful future efforts require public information campaigns to lend transparency and mutual understanding about housing needs and how to approach them.

Priority 1: Goals & Strategies

Community System Goals

Community System C3 - Housing

- To promote the production of an adequate supply of ownership and rental housing that is safe, healthy, and attainable for people with a broad range of income levels and diverse needs
- To develop a range of housing types for both rental and home ownership opportunities

Community System Strategies

- Create differing types of affordable housing to meet and exceed the state's goal of 10% Subsidized Housing Inventory (SHI) to assure the stability, diversity, and growth of the community, with a minimum average of 20 units annually to reach the goal of 260 units by 2035 as identified in the 2023 draft Housing Production Plan
- Create attainable housing for those who make too much to qualify for affordable housing, but nowhere near enough to afford market-rate mortgages or rent
- Increase supply of attainable rental units
- When possible, convert existing buildings into year-round affordable housing (Draft HPP)
- Create seasonal housing options for employees of the town and local businesses to more effectively support and sustain the seasonal elements of the local and regional economy (Draft HPP)
- Assure that all housing developed includes a diversity of housing types and sizes to respond to the full spectrum of needs in Truro. These include affordable year-round housing for: families with children, seniors, and individuals with special needs (Draft HPP)
- Promote greater public awareness and understanding of Truro's housing crisis
- Continue to look at changes to zoning regulations that support development of additional housing
- Pursue development of the Walsh Property that includes a range of housing types and density levels with respect for the environment

Natural System Goals

Natural System N1 - Water

- To maintain a sustainable supply of high-quality drinking water and protect, preserve, or restore the ecological integrity of Truro and Cape Cod's freshwater resources

Natural System Strategies

- Encourage use of alternative/innovative (AI) systems and/or public wastewater treatment facilities where appropriate to protect drinking water, groundwater supplies, and marine water quality
- Complete an integrated water resources management planning process to address environmentally impacted areas and future growth in a holistic manner
- Seek support from Cape & Islands Water Protection Fund for wastewater infrastructure projects
- Plan regionally to identify potential new well sites for future water supply needs
- Establish and publicize clear monitoring guidelines for well water
- Enact regulatory and planning measures directed at water resource protection via land-use controls, financial and density incentives, stormwater management, and wastewater treatment strategies
- Focus on projected water use in conjunction with Provincetown

Built System Goals

Built Systems B1

- Preserve Truro's small-town, rural, and historic character while addressing the need for additional density to support a vibrant year-round community

Built System Strategies

- Preserve undeveloped frontage along Route 6 to protect the greenway wherever possible
- Integrate housing of various densities throughout Truro with respect to the environmental concerns of differing Placetypes
- Promote use of energy-efficient technologies in all new development
- Integrate climate change mitigation and adaptation as a focus for town departments and boards

Priority 1: Action Plan

Action Item	Priority	Due Date	Resp Entity (Board/Comm/Town Staff)
Fund and hire Housing Coordinator	H	2024 ATM	Town Staff, Select Board, Annual Town Meeting (ATM)
Explore direct investment by the town in addressing housing need	H	2024	Select Board, THA, Finance Committee
Help community members access resources by encouraging awareness of and participation in programs and resources, including the Community Development Partnership's new ADU Resource Center, intended to provide access to technical and financial resources for creation of ADUs (EDC report)	H	2024	<i>Housing Coordinator (needed to expand capacity to meet need)</i> Communications & Marketing Coordinator THA
Establish committee responsible for proposing zoning changes	H	2024	Select Board
Explore the pros and cons of limiting short-term rentals	H	2024	Select Board, Town Staff
Promote information to property owners about ADU loan programs offered by local banks, including Seamen's Bank, Cape Cod Five and Cape Cod Cooperative Bank (EDC report)	H	2024	<i>Housing Coordinator</i> Communications & Marketing Coordinator THA
Explore incentivizing homeowners to do seasonal and/or annual	H	2024	THA, Select Board, <i>Housing Coordinator</i>

rentals as opposed to short-term rentals			
Propose ways to allow Truro seniors to age in Truro	H	2024	THA, COA, COA Board
Explore multi-year, multi-home projects with Habitat for Humanity on Walsh and other sites, where possible and appropriate	H	2024	THA, Select Board, <i>Housing Coordinator</i>
Meet with Habitat for Humanity to discuss projects at Walsh & other sites, where possible and appropriate	H	2024	THA, Select Board, <i>Housing Coordinator</i>
Evaluate options for providing housing for seasonal workers, including whether temporary placement of mobile home units on commercial properties can be used for seasonal housing of employees (EDC report)	M	2024	THA, Select Board
Explore creating mortgage assistance program similar to existing rental assistance program	M	2024	THA, Select Board

Priority 2: Truro will work to protect the built and natural environments and address the impacts of climate change by:

- Ensuring adequate, safe, and reliable drinking water is available to meet future needs
- Supporting municipal, business, and private efforts to mitigate the town's contribution to greenhouse gas emissions.
- Promoting use of energy-efficient technologies in all building projects.
- Providing support for appropriately scaled and sited renewable energy projects
- Seeking climate resilience by working with the Cape Cod National Seashore and other local, regional, state, and federal partners to implement coastal adaptation measures
- Strongly encouraging energy conservation/reduction measures in all new development

Recent Actions by the Town

Addressing the Impact of Climate Change

Green Communities designation requires municipalities to outline how they will reduce their energy use by 20%. In 2011, Truro was one of the first Cape communities to receive this designation, opening it up to state funding opportunities. While the plan is over a decade old, it provides short- and long-term goals that the community is still pursuing, such as implementing planned replacements for town-owned vehicles.

In 2016, Truro entered into an agreement with a solar farm in Canton, MA, to purchase its electricity output. This output exceeds Truro's municipal requirements, so in 2022 the Select Board voted to sell excess credits to Brewster. The Select Board is considering using some income from credits sold to hire a staff member devoted to climate-action initiatives.

Beginning in 2019, Truro has taken part in the Massachusetts Municipal Vulnerability Preparedness (MVP) Program, which is designed to provide a framework for municipalities to identify vulnerabilities and undertake actions to increase their resistance to natural hazards exacerbated by climate change.

Truro has undertaken several important planning initiatives to understand its contribution to Green House Gas (GHG) emissions. In 2019, the Select Board charged the Energy Committee to investigate, study, and provide recommendations on the following:

- Energy consumption and energy efficiency of all town-owned facilities and equipment
- Methods for conserving the use of all energy sources at town-owned facilities.
- Options for using alternative sources of energy – e.g., land-based wind turbines, solar panels – at Truro-owned facilities and equipment.
- Work with the Building Committee on energy issues regarding new construction/rehabilitation of town-owned facilities

At the September 2020 Town Meeting, citizens voted to recognize the current climate emergency and approved a Climate Change Policy (Article 17) calling for net zero GHG emissions by 2050.

In 2022, the Climate Action Committee and Energy Committee released a proposal for a Whole Government Approach to mitigate the impact of climate change. They recommend that addressing the effects of climate change in Truro requires a collaborative effort between Truro's municipal staff, elected officials, and boards and committees. This proposal urges Truro to recognize that effective climate leadership requires the integration of climate change mitigation and adaptation into daily operations, decision-making, and planning. The proposal focuses on three specific areas to achieve this: governance, education, and resilience.

A recent edition of this proposal is included in the appendix.

In June of 2023, the Select Board voted to make electric vehicles the first option to be considered when replacing police vehicles.

Coastal Resiliency

In 2017, the town prepared and approved a Hazard Mitigation Plan (HMP) to reduce damages resulting from natural hazards by implementing sustained actions to reduce or eliminate long-term risk to human life and property from hazards. Consistent with regional trends, the plan highlights two coastal-related natural hazards in Town: coastal erosion and flooding.

In 2019, the Cape Cod Commission prepared a joint summary of findings for Truro and Wellfleet with the communities identifying coastal erosion and flooding hazards that were also highlighted in the 2017 HMP.

No new development is allowed in wetland resource areas without mitigation measures being implemented by the property owner.

Wastewater Management

In 2018, Phase II of the Interim Water Resources Management Plan was complete. The plan identified drinking water and stormwater issues, such as areas where private wells probably have been affected by nearby septic systems, and where stormwater runoff from Route 6 makes direct outfalls to Pilgrim Lake and the Pamet River system.

More recently, the town contracted with Scott Horsley, water resources consultant, to assist in the development of a water resources management framework. This framework is intended to coordinate and integrate water supply, wastewater, and stormwater initiatives. *(Also housing)*

In 2023, Truro completed a survey of stormwater outfalls and mapped locations where untreated stormwater discharges directly to surface waters. Town staff is currently working to develop a stormwater management bylaw.

In 2022, the town also retained GHD, an engineering firm, to develop a Comprehensive Wastewater Management Plan (CWMP) to evaluate wastewater management options, including both centralized wastewater collection and treatment systems, as well as decentralized, on-site septic systems. A decentralized approach requires upgrades to existing cesspools and septic systems and proper siting of both septic systems and wells using an improved protection zone based upon groundwater flow directions.

Key Issues Moving Forward

Public Water Supply

Truro continues to coordinate with the town of Provincetown in managing the shared public water supply system that dates to 1907 state legislation that authorized Provincetown to extract groundwater from Truro. The current 2010 Inter-Municipal Agreement, which runs through 2034, provides a framework to sustainably manage the system. This agreement requires the development of a safe yield analysis to “coordinate withdrawals” for the “protection of streams and wetlands thereby protecting and

preserving the Pamet Lens.” The agreement also requires both towns to develop forecasts for future water supply demands.

Both Provincetown and Truro are working to project housing needs and buildout to determine water supply needs into the future.

Wastewater

As stated above, Truro is evaluating wastewater management options. The Beach Point neighborhood has been identified as a higher-density area that could be cost-effectively connected to the Provincetown municipal sewer system. Provincetown is expanding its wastewater treatment capabilities in stages and has included Beach Point in its projections for 2030.

Private Wells and Septic Systems

It is probable that many Truro residents will continue to rely on private wells and on-site septic systems, due to the town’s relatively rural nature and low density of settlement. The Truro Board of Health has required upgrades of any remaining cesspools to on-site septic systems by Dec. 31, 2023.

Stormwater

Route 6 has been identified as a significant source stormwater runoff and mitigation will require close coordination with Massachusetts Department of Transportation (MADOT). The stormwater management bylaw will regulate sources of pollution in stormwater runoff, including fertilizers, animal waste and parking lot runoff.

One area of significant concern is in East Harbor, also known as Pilgrim Lake, where runoff from outflow pipes from the state highway dump directly into this water body. The East Harbor culvert has been repaired, large sections have been replaced, and the tide gate has been removed. Removing the tide gate and replacing the smaller sections of the culverts with slightly larger sections will improve tidal flushing resulting in improved water quality in East Harbor. The town must perform environmental monitoring in East Harbor for five years. Improving the water quality in East Harbor is still an uphill battle due to direct stormwater runoff from Route 6.

Pamet and Little Pamet Rivers

Truro is working to develop a water-quality assessment of the Pamet and Little Pamet River estuaries. This study will determine threshold/critical nitrogen levels and required reductions in nitrogen loading. Preliminary water quality studies suggest that the estuary is impaired due to excess nitrogen.

Eagle Neck Creek: The culvert has been replaced, which is expected to restore 16 acres of saltmarsh, thus improving water quality. The town must perform environmental monitoring in the Eagle Neck Creek area for five years.

Mill Pond: The 36-inch failing culvert will be replaced with an 8-foot-by-8-foot culvert, the final design phase and permitting is underway. The preliminary engineering has been funded by state and federal agencies, 75% of the construction will be funded by the USDA, construction is approximately two years out.

Little Pamet: The town has completed preliminary engineering. Further engineering and modeling are required to determine the appropriate size for the culverts located on Corn Hill and Castle Roads. This next phase of engineering will be funded by a federal grant.

Pamet River, Truro Center Road culvert segment: All engineering and design work so far has been partially funded by federal and state agencies. The current phase of engineering will determine the appropriate size of the new culvert. Once this is done, the final design and permitted phase will begin.

Pamet River System Restoration Grant summary:

The Eagle Neck Creek Salt Marsh restoration and culvert replacement portion of the Pamet River system has been completed. The remaining areas -- Mill Pond Road culvert, the Truro Center Road culvert, the Little Pamet River culvert and salt marsh segments on Corn Hill Road, and the Castle Road culvert -- have been awarded a federal grant from National Oceanic and Atmospheric Administration (NOAA) for \$2.1 million toward advancing environmental engineering needs for all areas.

Additionally, the Truro Center Road segment was awarded \$600,000 more from the USDA and another \$400,000 from the Division of Ecological Restoration (DER) for engineering services. Mill Pond was also awarded an additional \$150,000 for final design engineering. All together, the town has received a current total of \$5,375,000 and will continue to pursue additional grant funding to support all areas of construction as the projects move forward.

Note: Permitting alone can take up to two years for our environmental projects before a bid for construction can be announced.

Walsh Property

The 69-acre Walsh property could serve as a future water supply site in addition to other uses. The northeastern portion of the parcel has been identified for potential expansion of the North Union wellfield. Development in other areas of the Walsh property must be compatible with any such expansion.

A neighborhood wastewater collection and treatment system that would include the school and potentially nearby homes is being discussed to achieve both projects with a net water quality improvement. The town is considering building a water tower in the northeast area of the site to provide necessary water pressure to development there.

Coastal Resiliency

Truro has taken action to identify areas that are of high concern with respect to storm surge, erosion, wave action, and flooding. Truro should continue to advance regulations regarding future development of structures in these areas of high concern. As storm intensity increases with accelerated global climate change, the 100-year storm will become more common and exacerbate the likelihood of hazards, with elevated levels of wave energy, increased flood water elevations, and higher sustained winds.

Adaptation measures to directly reduce existing risks to the coastline should also be pursued. Protections such as sand dunes will have to be elevated and strengthened, due to the anticipated increase of waves overtopping height and storm surge levels.

Groins and breakwaters could be considered to reduce wave action at specific locations and to trap sediment that would otherwise be transported down the coastline by strong currents. The four Outer Cape towns are jointly looking at options as part of the CZM Grants. Truro's naturally uninterrupted coastline (other than groins in the Noon's Beach area) would be altered. Additional feedback from Truro residents would be needed to determine if the need and desire for such structures are justifiable.

The town should continue to dredge Pamet Harbor, as it serves as an important economic asset. If it should fill in with sediment, Truro would be left without an active port for commercial and pleasure crafts. The harbor should have bathymetric surveys conducted on a regular basis to monitor the sediment accretion.

The town should continue using available MVP funds for resiliency projects and should continue seeking funding from federal, state, and local sources to address coastal hazard improvement projects. Funding sources should be considered to cover costs for permitting, surveying, and public outreach and education efforts. Outreach and engagement will be a key component to ensure the public is informed and supports potential improvements. Finally, the town should continue to develop and implement new policies and plans to address coastal resource issues. The adoption of the new floodplain bylaw sets an example and can be modeled as the town considers future bylaw development.

Through the 2017 HMP and 2019 MVP Workshops, the town determined the following actions it could take as it pertains to Truro's shorelines:

- Revise the town's Flood Plain Zoning to incorporate cumulative substantial damage or improvement requirements and require buildings to be brought into compliance with flood protection standards earlier in their life cycle. The town should also maintain permit history so when cumulative repairs and improvements equal 50% of the building value, the building must be brought up to current codes for floodplain development
- Preserve, enhance, and restore natural mitigation measures within the floodplain, wetlands, beaches, and dunes
- Develop policies that would provide incentives for building above the floodplain.
- Develop policies that would allow for a waiver of application fees, provided construction is one or more feet above base flood elevations
- Identify low-lying roads and beach parking lots susceptible to erosion and develop and implement plans to address road flooding problems and beach access issues

Flood Plain Zoning

The town's Zoning Bylaw designates a Floodplain Overlay District. The purpose of this district is to ensure public safety by, among other things, requiring all new construction be landward of coastal high hazard areas, prohibiting manmade alteration to sand dunes, and elevating structures. Truro's Zoning Bylaw was amended at April 2022 Town Meeting by adopting the state's model floodplain management regulations, applicable

within the Floodplain Overlay District.⁴⁰ These regulations include minimum requirements to comply with the National Flood Insurance Program (NFIP), required to enable continued access to flood insurance in communities like Truro.

Low-Lying Roads

Low-lying roads within Truro are especially prone to flooding due to combined environmental hazards, including sea level rise, storm surge, and erosion. As an MVP-certified community, Truro became eligible for MVP action grant funding for implementation projects. In 2021, the Cape Cod Commission staff worked with multiple towns, including Truro, to examine vulnerabilities in the roadway network and identify adaptation alternatives. The CCC partnered with Woods Hole Group to complete a vulnerability assessment of roadways, bridges, culverts, etc.

Truro's assessment of low-lying roads kicked off in 2021 and will conclude in 2023. High-priority road segments in Truro include areas along Shore Road/Route 6A (Town and MassDOT Roadway), Shore Road and Commercial Road/Route 6A, South Pamet Road, Old County Road, and Old Pamet Road and Truro Center Road. Analysis will continue through 2023 with potential roadway design solutions.

Addressing the Impact of Climate Change

The Truro Climate Action Committee in 2022-23 identified several priorities to help meet the town's net zero 2050 goal, including:

- Preparing a Climate Action Plan that will inform the municipality, residents, and businesses on actions to address climate change
- Promoting electric vehicle (EV) charging stations for businesses
- Providing information about incentive programs offered by the state and other entities for reducing greenhouse gas emissions
- Improving outreach and adoption of a specialized opt-in energy code.

Emissions

As stated in the 2021 CCCAP, the two largest sectors in which Truro can reduce emissions are the transportation and stationary energy sectors, which account for nearly

⁴⁰Town of Truro Zoning Bylaw: https://www.truro-ma.gov/sites/g/files/vyhlf9766/f/pages/zoning_bylaw_and_sign_code_as_of_2022_atm_-_final.pdf

95% of all Cape Cod GHG emissions. According to data from the CCC GHG inventory, Truro has a total of 2,586 registered vehicles, or approximately 1.15% of the vehicles registered on Cape Cod. The Town's 2020 assessor registration data identifies that of these vehicles, only 14 are EV. There is only one EV charging station at the Town Hall.

A challenge for the town is to reduce automobile dependence and provide alternatives to private automobile travel. The town could pursue resources and programs to support the development of additional electric vehicle charging stations in appropriate locations. The CCC created an online screening tool to identify areas in Barnstable County that may be appropriate for EV charging station locations, which could inform Truro's decisions.

Mass Transit & Pedestrians

As noted in the Community Infrastructure section, Truro could also consider adopting a Complete Streets policy and prioritization plan, making the town eligible for MassDOT funding to improve walkability and connecting residential neighborhoods to commercial areas and the CCNS, thereby reducing GHG emissions from automobile trips. The town should continue to work with other Outer Cape towns and transportation agencies to provide additional bus service and/or stops to the Outer Cape, including Truro.

Solar

Truro could also consider pursuing adoption of small-scale community solar at appropriate locations. The CCC created an online screening tool to identify areas in Barnstable County that may be appropriate for large-scale solar photovoltaic (PV) projects and those areas that may be less appropriate due to potential impacts to natural resources. This tool could be used as a starting point to help inform the siting of potential solar PV projects.

Carbon Sequestration

As a region, more than 80% of Cape Cod's land area is already protected or developed, with over 90,000 acres of protected open space. Between 2001 and 2011, however, the Cape lost more than 2,300 acres of forest cover, with 70% of the loss replaced by development. Focusing future development in already developed areas of housing and economic activity can help maintain our region's ability to sequester carbon. The CAC actions include initial conversations with the Truro Planning Board to develop guidelines/bylaws to address clear-cutting of building lots. Additional land conservation efforts can also sequester carbon by preserving undeveloped forested lands.

Zoning Changes

A coordinated townwide effort to look at zoning and other bylaw changes to help address the impact of climate change is needed.

Priority 2: Goals & Strategies

Natural System Water Resource Goals

Natural System N1- Water Resources

- To maintain a sustainable supply of high-quality untreated drinking water and protect, preserve, or restore the ecological integrity of Truro and Cape Cod's freshwater resources.

Natural System N2 – Ocean and Bay

- Actively participate in regional and multi-town efforts to contribute to protecting, preserving and/or restoring the quality and natural values and functions of ocean and bay resources.

Natural System N3 – Wetland Resources

- To protect, preserve, or restore the quality and natural values and functions of inland and coastal wetlands and their buffers, particularly the Pamet River system.

Natural System N4 – Wildlife & Plant Habitat

- To identify, protect, preserve, or restore wildlife and plant habitat to maintain the town's natural diversity.

Natural System N5 – Open Space

- Protect, and enhance the availability of, open space for its habitat, recreational and scenic values (Draft OSRP)

Natural System Water Resource Strategies

- Support recreational and commercial shellfishing in the harbor and elsewhere as appropriate

- Expand aquaculture where appropriate (eg. Pamet Harbor)
- Improve coastal marsh systems
- Support managed retreat for development in hazard areas
- Develop strict coastal rebuilding standards that are incorporated into Truro bylaws
- Work with town, regional, county, and state officials to oppose the dumping of radioactive water from the former Pilgrim Nuclear Power Plant into Cape Cod Bay
- Restore Eagle Neck Creek to improve ecosystem
- Protect the Pamet River, and where necessary restore it, to improve water quality, preserve associated natural ecosystems and maximize human enjoyment
- Enact regulatory and planning measures directed at water resource protection via land use controls, financial and density incentives, stormwater management, and wastewater treatment strategies
- Protect federal and state-listed species
- Continue to work with CCNS on shorebird protection
- Protect vernal pools
- Use dune restoration and beach-grass-planting to protect coastal dunes as appropriate

Built System Goals

Built System B2 - Coastal Resilience

- To prevent or minimize human suffering and loss of life and property or environmental damage resulting from storms, flooding, erosion, and relative sea level rise

Built System B5 - Energy

- To provide an adequate, reliable, and diverse supply of energy to serve Truro's needs and support economic sustainability.

Built System B6 - Waste Management

- To promote a sustainable solid waste management system for Truro that protects public health, safety, and the environment and supports the local economy

Built System Strategies

- Work with town boards, other communities, and regional agencies and organizations to support coastal resiliency efforts
- Develop town policies and bylaws concerning rebuilding and relocation in coastal dunes and flood areas, including consideration of managed retreat in some areas
- Protect land within watersheds to Pamet River, ponds, and other wetlands
- Encourage and support efforts by individuals, businesses, and town government to move away from fossil fuels
- Inform and engage citizenry, Truro government, and other boards and committees in the process to adopt the stretch code and the specialized opt-in code
- Educate the public on new laws around waste bans

Priority 2: Action Plan

Action Item	Priority	Due Date	Resp Board/Comm
Develop regulations to ban the use of insecticide, fertilizer & other hazardous chemical use	H	2024	Health & Conservation Agent, Board of Health (BOH)
Memorandum of Understanding on shoreline management to develop a framework that will unify practices across the 4 towns (OC)	H	July 2024	Health & Conservation Agent Select Board
Develop town policies on strict coastal rebuilding standards that are incorporated into bylaws	H	2025	Conservation Committee, Board of Health, Planning Board, Health & Conservation Agent, Town Planner
Develop science-based tools to develop alternatives that will increase shoreline resiliency for private property owners, municipalities & public areas	H	2025	Health & Conservation Agent

Adopt & publicize clear monitoring guidelines for private well water	H	2024	Health & Conservation Agent, Board of Health, Communications & Marketing Coordinator
Work with property owners who cannot meet 2023 cesspool deadline to connect them with financial and other resources	H	2023-24	Health & Conservation Agent, Board of Health, local nonprofits
Develop a long-term plan for best practices in maintaining harbor access and navigability of Pamet harbor	M	2025	Pamet Harbor Commission, Select Board, Harbormaster
Work with CCNS to assess condition of and access to fire road and lock boxes on fire roads	H	2024	Fire Chief, CCNS staff
Hire a staff position to coordinate with town departments and the CAC/EC and other boards and community groups to work on climate change and energy-efficiency initiatives	H	2024	Administration, SB, Town Meeting
Identify and apply for Green Communities grants, proposing projects that maximize the \$250,000 funding available	M	Ongoing	CAC, Energy Committee, (town staff responsible for climate change initiatives)

Priority 3: Truro will support business and economic opportunities while protecting its natural and built environments by:

- Supporting development of adequate workspace and housing opportunities for tradespeople to live and work in Truro
- Supporting existing businesses and exploring creative ways to entice new businesses to Truro
- Providing additional educational opportunities for current and future workers
- Ensuring the availability of adequate support services, including social services, recreation and healthcare, to allow Truro residents to live and work in Truro
- Preserving our natural resources and promoting cultural heritage
- Supporting a vibrant year-round community that honors its heritage of buildings and other cultural resources, and contributes to its character, vitality, and economy

Recent Actions by the Town

In 2016-17, the CCC completed an Outer Cape Bicycle and Pedestrian Master Plan Final Report for the National Park Service. The purpose of the Outer Cape Bicycle and Pedestrian Master Plan (OCBPMP) is to create a framework for an interconnected bicycle and pedestrian network linking the towns of Wellfleet, Truro, and Provincetown with the Cape Cod Rail Trail (CCRT), CCNS, and other destinations within the three communities.

The Truro Select Board in 2022 approved allowing free recreational beach access to Native Americans of any tribal affiliation.

Over the past three years, Town Meeting voters approved expanding the pre-kindergarten program at Truro Central School and providing child-care vouchers of \$7500 per child for children from birth to 4 years old. The voucher program is open to all Truro families, Truro employees and children of those employed by Truro businesses for at least 20 hours a week.

In 2022, Select Board wrote a letter to Barnstable County seeking American Rescue Plan Act (ARPA) funding to address the lack of broadband in certain areas of town, which poses public safety risks in addition to preventing business and educational opportunities in areas not served by broadband.

In 2022, Select Board approved housing for municipal workers in two locations, some of which will be transitional and/or seasonal. A main house and ADU will be moved to town-owned property on South Highland Road – one unit from the Walsh property and another that was donated to the town when a house near Ballston Beach had to be relocated due to erosion. The town will house public safety personnel in a house on North Pamet Road that the Truro Conservation Trust has donated through a long-term lease.

The Truro Historical Society in recent years has created permanent exhibits at its Highland House Museum to celebrate Truro's history, including exhibits on Jobi Pottery, the former Mary Howard store, and the Wampanoag history in the region

At the spring 2023 Town Meeting, the voters approved \$370,000 for out-of-school time programming including after school, school vacation and summer programming. The town is seeking to expand recreation programming outside of school hours and during school vacations and the summer season.

In 2023, Town Meeting voted to officially honor Indigenous Peoples' Day instead of Columbus Day.

In recent years, Community Preservation Act funds were awarded to:

- Update the CPA-funded 2009-2013 Community-wide Historic Survey to document 20th century properties, including Truro's important Mid-20th Century Modern Houses
- Build a Wetu and create the Three Sisters Vegetable Garden in collaboration with the Wampanoag Tribe, Truro Central School, and the Truro Historical Society
- Create two panel displays celebrating the history of the fishing and fish-packing industry in Truro at Cold Storage beach and another on Pond Road to celebrate the Pond Village history
- Study where memorials might be erected to honor the Wampanoag tribe and what those memorials should be (the application specified that Wampanoag tribal members would be involved in the effort)

Key Issues Moving Forward

In the coming years, Truro's task is to protect our economic engine, the natural beauty of the region, while also providing access to housing, medical, transportation, and social services to part- and full-time residents, seasonal workers, and tourists.

Truro is nearing completion on development, land use, and planning evaluations that will have a substantial bearing on economic development opportunities in the community. These include this LCP, the Walsh Property master plan, and the Open Space and Recreation Plan.

Cultural Heritage

Truro is exploring with the Massachusetts Cultural Council the establishment of a cultural district (potentially consisting of the entire town), to draw attention to and support diverse cultural resources within the town, including the arts (fine arts, craft, and performance); agriculture, aquaculture, and foodways; historic districts, structures and landscapes; and other cultural institutions and practices. Cultural resources are a driver of economic activity, and grant opportunities would be available.

Housing

Housing that is attainable has been recognized by residents as one of the main drivers behind the economic challenges facing Truro. The high cost of housing and the lack of affordable housing for people at all income levels are making it difficult to attract and retain year-round and seasonal employees. The resulting employee shortage has affected the ability of local businesses to maintain their operations and has severely restricted their ability to expand. It has also created a shortage of tradespeople, as older workers retire and younger trades workers cannot move to town.

The town has had trouble attracting and retaining municipal workers due to the lack of housing nearby. It needs to continue efforts to provide transitional, seasonal, and potentially long-term housing options for employees.

Support for Local Businesses

Truro is making more services for businesses and residents available online for easier access and processing.

The town should look at ways to help local businesses connect with service providers.

State and federal legislators can be enlisted to help increase local availability of visa programs to bring in seasonal foreign workers.

Local businesses should be included in discussions as the town seeks to improve broadband access throughout Truro – for public safety and economic development purposes.

Zoning changes should be considered, where appropriate, to allow for more commercial space in Truro.

Improving safety and access for bicyclists and pedestrians is and continues to be a challenging issue but one that needs continued incremental progress.

Priority 3: Goals & Strategies

Community System Goals

C1- Cultural Heritage

- To protect and preserve the significant cultural, historic, and archaeological values and resources of Truro
- To celebrate the past, current and future participation of the Wampanoag peoples in Truro
- Recognize, preserve, and celebrate the impact of the generations of fisher folk, farmers, independent business owners, artists, and artisans on the development of Truro's past, present and future

C2 - Economy

- To promote a sustainable seasonal and year-round local economy in Truro composed of a broad range of businesses providing employment opportunities to a diverse workforce
- Provide systems that support participation in the workforce, including social, educational, health, social service, recreation, and transportation

Community System Strategies

- Continue to support the preservation of significant cultural and historic resources, including the rehabilitation of historic town buildings and documentation of historically significant buildings and areas
- Encourage educational and cultural events for all ages that celebrate the Wampanoag heritage in Truro and across Cape Cod

- Promote a range of formal and informal mentoring and networking opportunities for workers, managers, business owners. Organizations already providing some of these options include Truro Chamber of Commerce, Cape Development Partnership, Cape Cod Young Professionals, Cape Cod Chamber of Commerce
- Seek opportunities to expand existing or develop new business sectors including shoulder and off season that draw on the expertise of existing businesses
- Encourage community support for year-round businesses
- Create incentives or support to encourage seasonal businesses to stay open longer in the season
- Pursue infrastructure enhancements, especially Broadband, to support local businesses
- Seek place-based economic development opportunities (e.g., Walsh property, Highland Center, other)
- Work with neighboring towns and the Cape Cod Regional Transit Authority (CCRTA) to establish reliable year-round public transportation system to meet the needs of employers/employees
- Continue to develop network of family services that support adult participation in the workforce:
 - Develop comprehensive set out-of-school time programs and services.
 - Provide support for continuation of early childhood program.
 - Provide support for family services (elderly parents, disabled family members, etc.)
 - Support Food Security efforts including the Truro Food Pantry and Truro Community Kitchen
- Build a network of educational/professional development opportunities to support a range of skill development
- Investigate ways to expand commercial space in town through zoning reform
- Pursue land use and regulatory changes that support economic development goals

Built System Goal

Built System B4 - Transportation

- To provide and promote a reliable, safe, and multi-modal year-round transportation system for Truro's residents, business owners, workers, and visitors
- Ensure that Truro's roadways are safe for all who use them – drivers, passengers, bike riders, pedestrians

Built System Strategies

- Work with neighboring towns and the CCRTA to establish reliable year-round public transportation system to meet the needs of employers/employees
- Develop walkways, bikeways, shared ways in areas of natural linkage & develop safe bike passage from Wellfleet to Provincetown borders
- Work with state partners to study and potentially reconfigure the area on Route 6 between Castle Road and South Hollow Road for safe and multi-modal access

Priority 3: Action Plan

Action Item	Priority	Due Date	Resp Board/Comm
Integrate Wampanoag history, heritage & culture into the curriculum at the Truro Central School	H	2024	TCS administration
Identify strategies to expand visitor activity into longer spring and fall shoulder seasons, and explore opportunities for non-peak season (fall, winter, spring) tourism and commercial opportunities – (i.e. photography workshops based in Truro) (EDC report)	H	2024	Select Board Chamber of Commerce
Work with local communities & CCRTA to identify & meet transportation needs of local workers/business	H	2024	Town manager CCRTA Chamber of Commerce
Create Cultural District	H	2024	Town Planner Select Board
Pursue infrastructure enhancements, especially broadband, to support local businesses	H	2024	Cable and Internet Advisory Comm. Select Board County commission
Investigate ways to expand commercial space in town through zoning reform	H	2024	Town Planner Planning Board

			Zoning Board of Appeals Select Board
Pursue land use and regulatory changes to support economic development goals	H	2024	Town Planner Planning Board Select Board
Continue and expand family services to provide support for children, elderly parents, disabled family members etc.	H	2024	Community Service Dept. COA board TCS Staff TCS Family Group
Prioritize areas of natural linkage for walkway/bikeway/shared ways. Possibilities include: <ul style="list-style-type: none"> ○ Community Center/COA/Sally's Way to North Truro Center ○ Cloverleaf to North Truro Center ○ Truro Center – Farmer's Market, Post Office, parking areas, Depot Road/Castle Road businesses. ○ Walsh Property/Truro Central School 	M	2024	Bike and Walkways Comm, Select Board
Create a Blue Economy work group consisting of local charter and fishing vessels operators and research organizations to identify opportunities for joint activities, such as using vessels offseason to support research. (EDC report)	M	2024-25	Pamet Harbor Commission Provincetown Pier Corp Center for Coastal Studies

Identify strategies to amplify and leverage Truro's natural beauty and assets, including proximity to the Cape Cod National Seashore, through four-season ecotourism marketing (EDC report)	M	2024-25	Select Board Chamber of Commerce Marketing & Communications coordinator
Review sidewalk recommendations from Bike/Pedestrian Survey (BW)	L	2025	Bike and Walkways Comm. Select Board
Seek play space economic development activities (should this be place based?)	M	2024-25	Town Manager, Select Board, Chamber of Commerce
Identify strategies to support local agriculture	M	2024-25	Revive Agricultural Commission, Sustainable Cape
Consider adopting Complete Streets Policy	M	2024	Bike & Walkways Comm Select Board, DPW
Identify potential Native American memorials which call attention to the contribution of native peoples to Truro's character and heritage	M	2024-5	Truro Historical Commission and Historical Society
Explore creating local and National Register of historic districts in areas identified in the THC's Townwide survey of historic resources	M	2024-5	Truro Historical Commission and Town Planner
Raise Awareness of Truro's built heritage through making plaques available to owners of historic buildings, assisting homeowners and other property owners in design, rehabilitation, funding options, and donating tax-advantaged preservation easements	M	2024-5	Truro Historical Commission and Town Planner

Priority 4: Truro will work with other Cape communities to address regional and Outer Cape infrastructure needs by:

- Working with Internet service providers, regional agencies, and OpenCape Corporation to extend broadband and reliable Internet service to all users throughout Truro
- Seeking improvements to the regional transportation system, including pathways, sidewalks, and year-round public transportation to improve safety, reliability, and mobility for all users
- Focusing housing development in areas with existing or planned infrastructure, including water and wastewater, transportation, and reliable internet services

Recent Actions By The Town

Public Water Supply

As noted in the Water Resources section, Truro continues to coordinate with the Town of Provincetown in managing the shared public water supply system. The two towns are conducting meetings in 2023 to coordinate these efforts.

In 2023, consultant Horsley Witten Group completed an analysis of water demand for Truro, incorporating anticipated future development of the Cloverleaf residential development and future buildout of up to 250 homes on the Walsh property. The memorandum estimated an additional demand of 172,843 gallons per day. The memorandum examined two potential locations for a water storage tank in Truro and selected the Walsh property with a high point at elevation 138 feet for an elevated water storage tank site. The total budget for the water tank construction is estimated at between \$9.3 million and \$11.7 million.

It should be noted that with engineering and permitting, it could take up to five years to build a water storage tank, and up to seven years to install a public water supply well.

Public Works Siting Feasibility Study

In 2023, Weston & Sampson completed a feasibility study for the siting of a new Public Works facility in Truro. The Public Works facility is currently operating out of buildings ranging from 40 to 70 years old in a facility that does not meet current codes.

The DPW has seen increased responsibility for maintaining town infrastructure with additional equipment purchased over time. However, the facility has not increased in size, resulting in a large portion of the vehicle fleet stored outdoors, affecting vehicle life, maintenance costs and operations.

The feasibility study included examination of four potential sites and screening analysis of the parcels, including the Walsh property. Costs to design and construct the facility are estimated at approximately \$29.6 million.

In July 2023, the Select Board voted to site the facility next to the Public Safety Facility on Route 6. This site is subject to a two-thirds vote at the Fall Special Town Meeting.

Key Issues Moving Forward

The provision of adequate water supplies to meet current and future needs will be a critical component of the town's infrastructure needs for the foreseeable future.

Improved internet access continues to be a priority.

Building a new DPW facility is a priority.

Priority 4: Goals & Strategies

Built System Goals

Built System B3 - Capital Facilities & Infrastructure

- To guide the development of capital facilities and infrastructure necessary to meet local and regional needs including, business and workforce, educational, cultural, recreational, and transportation
- Work with other communities and regional organizations/agencies to address issues that cross town lines

Built System B4 – Transportation

- To provide and promote a reliable, safe, and multi-modal year-round transportation system for Truro's residents, business owners, workers, and visitors
- Ensure that Truro's roadways are safe for all who use them – drivers, passengers, bike riders, pedestrians

Built System B6 - Waste Management

- To promote a sustainable solid waste management system for Truro that protects public health, safety, and the environment and supports the local economy

Built System Strategies

- Work with other communities, individually and collectively, to address shared issues
- Incorporate Universal Design in all new town buildings and facilities
- Incorporate energy-efficient technologies in all new town buildings
- Educate the public on new laws around waste bans

Priority 4: Action Plan

Action Item	Priority	Due Date	Resp Board/Comm
Update the data on un-served and underserved areas in town (Economic Development Committee EDC report)	H	2024	Cable & Internet Advisory Committee
Support regional efforts for the last mile build out of the Open Cape broadband network (EDC report)	H	2024	Select Board County commission
Work with local communities and CCRTA to identify and meet transportation needs of local workers/business	H	2024	Town manager, Select Board
Submit Complete Streets application	H	2024	DPW Director, Select Board Planning department
Educate the public on new laws around waste bans	H	2024	DPW Marketing & Communications coordinator
Create an ad-hoc committee to look at shared facilities options	M	2025	Select Board Town administration

with other Outer Cape towns			
Seek and apply for grants to meet goals for energy efficient improvements and GHG reductions	H	Ongoing	CAC EC, staff person for climate initiatives
Public education around climate change and energy-saving measures, including financial incentives	H	Ongoing	CAC EC, staff person for climate initiatives

Priority 5: Truro will build a collaborative & supportive community culture by:

- Ensuring that community conversations are respectful and constructive
- Ensuring that communication among town staff, boards and members of the public will be done in ways that promote collaboration and cohesion among all citizens
- Providing transparency in decision making
- Providing opportunities for full participation in community decision-making events by removing barriers to participation, such as lack of childcare, lack of transportation, scheduling challenges etc. Providing access/connection to social, medical, and other support services for all community members
- Promoting events to engage and reach all generations throughout the year
- Actively encouraging participation by part-time residents, seasonal homeowners, seasonal residents, local workforce, and underrepresented groups in the community
- Hold community wide service projects

A collaborative community is one in which communication is cooperative, constructive, transparent, and imbued with a shared understanding of community values.

A supportive community is one in which we strive to care for our citizen and provide local services for populations across the lifespan.

Recent Actions by The Town

Collaborative Community

The Truro Public Library hosted a series of interactive workshops run by Cape Mediation Inc. entitled "Building Bridges, Not Walls" that focused on improving positive communication skills. The programs were free and open to the public and invitations were sent to town staff, board, committee, and commission members.

The Select Board has a goal to update its code of conduct for elected, appointed and municipal workers and to specify how complaints should be handled. The board discussed, but rejected, a proposal for reading a "civility pledge" at the start of public meetings. A recent decision by the Massachusetts Supreme Judicial Court has made clear that the town cannot regulate the *content* of speech by members of the public. However, this does not mean that the town cannot encourage civil and respectful dialogue at meetings and other public events.

Recent public forums for the WPCPC & LCPC have been respectful, well-attended, and productive community conversations.

Supportive Community

As noted in the business/economy section, over the past three years, Town Meeting voters approved expanding the pre-kindergarten program at Truro Central School and providing child-care vouchers of \$7500 per child for children from birth to 4 years old. The voucher program is open to all Truro families, Truro employees and children of those employed by Truro businesses for at least 20 hours a week.

At the spring 2023 Town Meeting, voters approved \$370,000 for out-of-school time programming including after school, school vacation and summer programming. The town is seeking to expand recreation programming outside of school hours and during school vacations and the summer season.

While the town has taken these recent actions to support segments of the community, the process has been at times contentious. In moving forward, the mission should be to improve collaboration among the many diverse populations in Truro to heal division in the community.

Key Issues Moving Forward

Truro needs to change the way conversations on important issues happen, so that they are civil and constructive. This might begin with a community forum to set expectations on how to have respectful conversation or a community round table to talk about *how* we talk about challenging topics. Truro leadership, staff, and board and committee members set the tone for acceptable behavior at town meetings by modeling how civil, constructive, and respectful conversations can occur.

Truro would benefit from cultivating an overarching code of conduct for volunteers and staff. Elected and appointed officials would be supported by receiving trainings on expectations, norms, and rules for public meetings as well as meeting facilitation skills.

Truro should have an annual recognition for volunteers who serve on town boards and committees.

Residents surveyed for this comprehensive plan are seeking more or expanded recreational opportunities in Truro, including pickleball and tennis courts, more pedestrian and bike-friendly areas, and a swimming pool. Improving safety and access

for bicyclists and pedestrians is and continues to be a challenging issue, but one that needs continued incremental progress.

Priority 5: Goals & Strategies

Truro System Goals

Truro System T1 - Collaborative Community

- Truro residents, full- and part-time, are actively engaged in town issues and government
- There is a shared sense of Truro as a community across the various populations and a shared understanding of our community values
- Discussions about issues in Truro are respectful, constructive, and focused on the issues not the individuals raising them
- There are open lines of communication between the community and town staff
- We work collaboratively with other communities and entities to explore regional solutions to meet community and regional needs

Truro System T2 – Supportive Community

- Ensure that Truro residents of all ages have access to information about and linkage to a range of health and social services
- Promote the availability of the wide range of classes, workshops, special events, youth and adult sports and fitness activities offered seven days a week
- Work with the Community Services Department, the Truro Central School, and the Truro Public Library to forge relationships that foster intergenerational and multicultural programming and interaction

Truro System Strategies

Collaborative Community

- Town staff and board members model positive communication and respectful communication
- Truro develops a shared set of norms
- Opportunities to learn positive communication skills are available to community members of all ages

Supportive Community

- Town website functions as a central hub for all town entities including Truro Library, Truro Central School, etc.
- There is a single shared calendar of all town activities
- There is clear, easily accessible information on the Town of Truro website as to who to contact for this information
- Decision-making meetings are thoughtfully designed to remove barriers to participation, such as meeting times, childcare, food, and rides for seniors
- Communication from town is conducted through electronic means (town website, Truro Talks, and social media), hard copies at major community centers, and electronic road signs
- There are increased opportunities for the community to come together across various populations throughout the year
- Town staff are provided with ample opportunity and incentives to participate in local social events through a work-here, play-here initiative
- There is an identified person, well-publicized and easily available to residents, such as the Outer Cape Health navigator
- Food security programs are supported by the town
- Programs are offered at the Community Center and COA seven days a week
- Walking trails/interpretive educational trails and bike paths continue to be developed along with support for connections to these systems
- Improve accessibility at all facilities, trails, etc.

Priority 5: Action Plan

Action Item	Priority	Due Date	Resp Board/Comm
Set up series of facilitated “Hot Topic” conversations	H	2024 & ongoing	Select Board Other boards/committees Various town departments
Facilitation training for committee chairs	H	2024-25	Town manager, Select Board
Increase & promote network of bike & walking trails	M	2024-25	Bike and Walkways committee Recreation Advisory Comm.
Competition to create new town seal	H	April 2024	Town administration
The town website is redesigned to provide to include all town entities.	H	2024	Town manager

The website will be user-friendly and accessible.			
Creation of integrational and intercultural community events	H	2024	Community Service Dept. Recreation Advisory Comm. TCS
Town departments will host community events, such as open houses or shared information sessions at the library	H	2024	Various department heads Library director
There is a master calendar of all town meetings and events across departments	H	2024	Administrative staff at Town Hall, Library, TCS, Community Services Dept.
Town leadership will make efforts to engage with Part-time Resident Taxpayer Association membership bi-annually	H	2024	Town Staff Select Board
Community wide service projects will be held at least every other year	M	2024	Town Staff, Community Services Department, Select Board

SECTION 5: CAPITAL FACILITIES PLAN

Introduction

This Capital Facilities Plan is written for people who must balance policy decisions in Truro, particularly as related to infrastructure, commerce, and resource protection.

First identified are **Existing Infrastructure Systems, Challenges or Constraints**. These are followed by the **Capital Improvement Plan – Investments Related to the LCP**.

The Capital Facilities Plan included is offered for planning purposes only and cannot be used as a thorough financial forecasting tool. A more accurate forecasting tool is the Five-Year Capital Improvement Budget of Projected Capital Needs that is presented in each year's Annual Town Meeting warrant, however, even this document changes from year-to-year as needs change. The most recent Five-Year Capital Improvement Budget of Projected Capital Needs from the 2023 Annual Town Meeting is included.

Ultimately, Town Meeting votes on these capital items not through the adoption of the Local Comprehensive Plan, but through the appropriation articles, transfer articles, and borrowing authorization articles included in each year's Town Meeting Warrant.

The projects identified were compiled during the Summer of 2023, though some have been in development for years or even decades. They are informed by the Select Board, town departments, town committees, Town Meeting, and the day-to-day experience of Truro residents.

Funding suggestions, cost estimates, and scheduling predictions are based on an educated analysis at the time they were made. Factors may change due to macro- and micro-economic forces or as the project itself becomes more defined. The projects and equipment listed are an estimate based on budget conversations, long-term planning discussions, and various discussions among boards and committees and staff. This document is not comprehensive as it is impossible to predict every capital need that will arise. As is frequently the case with the Five-Year Capital Improvement Budget of Projected Capital Needs that is presented in each year's Annual Town Meeting warrant, some of these needs are de-prioritized and/or pushed further out in the future as our community needs and fiscal picture change.

To that same end, costs for these projects fluctuate over time due to market escalation and inflation and as projects are prioritized and de-prioritized and moved between years, it becomes increasingly difficult to attach specific cost estimates to these projects. Additionally, the scope of the projects, specifications for equipment and other details critical to assessing costs have not been determined, again complicating the town’s ability to estimate costs.

In light of these challenges and to help set perspective and measure proportionality, we have simplified estimated costs into three categories:

\$	Less than \$100,000
\$\$	\$100,000-\$500,000
\$\$\$	\$500,000 or more

Amounts are based in current 2023 dollars; future project costs are not adjusted for projected inflation.

Funding options are also simplified into major categories:

- Capital budget: part of the annual general fund operating budget as approved by Town Meeting
- Borrowing authorization: permission to issue debt to finance projects; requires approval at Town Meeting
- Debt or Capital Exclusion: where debt service cannot be covered in the general budget, a borrowing authorization requires a debt exclusion. This must be approved at Town Meeting and election ballot. In the same way, a Capital Exclusion allows the town to raise funds by increasing our levy limit for a specific project. This requires approval at Town Meeting and election ballot.
- Community Preservation Act Funds: must fit criteria for CPA funding and be approved by the Community Preservation Committee and Town Meeting
- Grant funding: various grant funds from federal, state and regional agencies
- User fees: residents utilizing the specific service would pay the direct and indirect cost of the fee (eg, use of a field).

Funding sources may change depending on the circumstances of the fiscal year, grant opportunities, and Massachusetts regulations.

The Capital Facilities Plan also includes for each item/project:

- Department or entity associated with the item
- How the project/item intersects with Select Board's FY2024 Select Board Goals and Objectives
- Proposed funding year
- How the specific capital investment supports the town's LCP.

The following pages provide a blueprint to utilize the limited resources available to us as residents and taxpayers of the Town of Truro.

Existing Infrastructure Systems, Challenges or Constraints

Jarrold Cabral, DPW Director

Town Hall, 24 Town Hall Rd:

Formerly the Union Hall Town of Truro was originally built in 1848. Was placed on the National Register of Historic Places by the Department of the Interior in 1997. Town Hall was rebuilt in 2004 and is home to most municipal services and provides meeting space for boards and committees.

Town Hall will receive new boiler and HVAC controls as part of the capital improvement plan in FY25. Due to the historic nature of the building and related building code requirements, the siding and trim in 2004 was made of sugar pine wood (*pinus lambertiana*) to maintain the historic status of the building. Although this wood was used to meet the historic permitting requirements it will need to be replaced on a shorter time frame than other siding products.

DPW Garage, 17 Town Hall Rd:

Public Works office space Garage and fuel depot.

The town has contracted with consultant Weston & Sampson and has completed a feasibility study to rebuild and relocate a new DPW facility. Weston & Sampson was essentially contracted to assist the town in determining the best path forward for the next 50 years for a new Public Works Facility. As of this writing, the study has been completed and a new site has been chosen by the Select Board. A two-thirds Town Meeting Vote will be required for use of the selected parcel and an additional two-thirds vote will be required for funding engineering and construction.

Public Safety Facility, 344 Route 6:

Police and Fire Department are located together at this site. This facility was built in 1993; regular and reoccurring maintenance of major components over the years has been completed throughout the facility. The next major update is scheduled for the Fall

of 2023 where the siding, windows, trim, and building envelope improvements will take place. Future development will include charging stations for both the Police and Fire Department fleet of vehicles and repaving of the parking lot.

Public Library, 7 Standish Way:

The library was built in 1999 and serves the community in many diverse ways. The radiant heating in the facility is almost nonexistent without insulation on the exterior parts of the foundation. Additionally, the heating and cooling is hampered with the high ceilings and insufficiently sized fans to help with circulation. The poor heating and cooling is offset by 10 mini-split heat pumps that will require routine and recurring replacement.

Community Center, 7 Standish Way:

The Community Center was built in 2009 and serves as the hub for the Council on Aging, Recreation, and Beach Departments. This facility is relatively new but will require new siding and building envelope improvements in the coming years. Immediate attention will be directed toward replacing the multi-purpose gym floor that is currently scheduled for FY25.

Cobb Library, 11 Truro Center Rd:

The Cobb Library was remodeled in the early 2000s and used by multiple boards and committees for meetings. The archive is open to the public two days a week. This building, like Town Hall, was placed on the National Register of Historic Places not long after the remodeling project. Regular and reoccurring maintenance is ongoing, and parking is limited at the location.

Pamet Harbor Office, 75 Depot Rd:

The Pamet Harbor office is approximately 800 square feet and the Harbormaster / Shellfish Constable operate out of this small building. This building is also home to part-time seasonal staff during summer months. Regular and recurring maintenance is ongoing. In addition, it is important to note that the parking lot stormwater infrastructure is a priority project with the USDA.

Transfer Station, 5 Town Dump Rd:

The capped landfill is now certified closed by Massachusetts Department of Environmental Protection (DEP). The transfer station is our dropoff location for solid waste, recycling, and related services for residents including the swap shop. It should be noted that this is a postage-stamp sized facility but it is adequate to serve the town's residents. Regular and recurring maintenance is ongoing as well as quarterly

environmental monitoring, which includes third-party inspections of the landfill and transfer station operations.

Townwide Roads and Drainage System:

Throughout town

The town completed a pavement management plan in 2020 and is currently using a combination of capital funds along with Chapter 90 funds to pave and maintain the roadways and drainage infrastructure. The town has an inventory of 37 paved miles and maintains heavily traveled dirt roads and cemetery dirt roads on a quarterly bases. No roads in Truro have sidewalks, and simply lack the space in most areas to install sidewalks. It is important to note that most of our roadway areas are abutted by the National Seashore or fall in the Conservation Commission’s jurisdiction, so developing multimodal means of travel can be difficult. Most of our drainage systems are not built to withstand increased storms, so we must bolster our storm water infrastructure as we rebuild or repave our roadways.

Drinking water system, Town of Provincetown & Truro:

North Truro

The water system in Truro is maintained and operated by Provincetown. Future needs for both towns are currently under review and include but are not limited to developing a new public water supply well and a water storage tank.

[Insert Capital Facilities table]

SECTION 6: GLOSSARY

1. ADU: Accessory Dwelling Unit, a secondary housing unit on a single-family residential lot.
2. ADA compliant units: Americans with Disabilities Act-compliant housing units.
3. Affordable Housing: Rental and ownership housing for families and individuals making less than 120% of Area Median Income (AMI). Often referred to as “Capital A” Affordable Housing, to distinguish from housing that is for members of the community earning more than 120% of AMI.
4. ALERTruro: Communication platform in Truro for alerts or announcements.
5. Aquaculture: Farming aquatic organisms.
6. Aquifers: Underground water-bearing permeable rock layers.
7. Area Median Income (AMI): Calculation for housing program eligibility.
8. Area of Critical Environmental Concern (ACEC): State-designated regions needing environmental or historical protection.
9. Bathymetric Surveys: Measure water body depths for underwater topography.
10. Broadband Access/Broadband: High-speed internet access.
11. Blue Economy: The sustainable use of ocean resources for economic growth.
12. Bylaw: A local law or regulation established by Town Meeting.
13. Cape Cod Commission (CCC): A regional governmental agency that guides town development and planning, including LCP creation.
14. Cape Cod Climate Action Plan (CCCAP): Cape Cod's strategy for addressing climate change.
15. Cape Cod Regional Transit Authority (RTA): Cape Cod's public transportation authority.
16. Cape & Islands Water Protection Fund: A fund to protect water resources.
17. Carbon Emissions: Carbon compounds, mainly CO₂, released into the atmosphere.
18. Carbon Sequestration: Capturing and storing atmospheric Carbon Dioxide (CO₂).
19. Cesspool: Underground container for temporary liquid waste storage.
20. Coastal Adaptation Measures: Actions to manage the adverse effects of climate change along coastlines.
21. Coastal Erosion: Land loss along coastlines due to natural forces.
22. Coastal Resiliency: Ability of coastal ecosystems to plan for and cope with disturbances and adapt to future changes.
23. Climate Action Committee (CAC): Town Committee charged with making recommendation to the Select Board for local climate change initiatives.

24. Community Preservation Act/Funds (CPA): A State act that funds projects aimed at preserving and promoting Affordable housing, historic preservation, open space, and outdoor recreation.
25. Complete Streets: an approach to planning, designing and building streets, sidewalks, pathways for all types of users.
26. Comprehensive Wastewater Management Plan (CWMP): Community wastewater management plan.
27. Council on Aging (COA): Town Department providing services, including transportation, for senior Truro residents.
28. Culvert: Structure allowing water flow under roads or other paths.
29. Cultural District: A designated area acknowledged for its cultural significance, potentially eligible for grant money.
30. EV charging stations: Electric vehicle charging stations.
31. Estuary: Where freshwater from rivers mixes with ocean saltwater.
32. Evapotranspiration: Water transfer from land to atmosphere via evaporation and plant transpiration.
33. FLEX bus: RTA bus service that picks up and drops off passengers at designated stops and also flexes off its route up to $\frac{3}{4}$ of a mile to serve people who have difficulty getting to a regular bus stop. Reservations are required for the off route stops.
34. Hazard Mitigation Plan (HMP): Town plan that outlines actions to reduce risk from natural disasters.
35. Highland Links: Historic Truro golf course.
36. Home Occupation Bylaw: Regulations for businesses run from residences.
37. Housing Burdened: Households spending excessive percentages of income on housing.
38. Housing Units: Individual residential spaces.
39. Infrastructure: Essential community facilities, services, and installations.
40. Infrastructure: Fundamental facilities and systems serving an area, such as transportation and communication systems, utilities, and public institutions.
41. Kettle ponds: Ponds formed from retreating glaciers or draining floodwaters.
42. Managed Retreat: Setting back structures and infrastructure from coastlines to reduce risks.
43. Mitigation: Efforts to reduce the negative impact of natural and man-made damage to the environment.
44. National Register of Historic Places (NRDIS): A federal list of preservation-worthy districts, sites, buildings, structures, and objects.
45. Nearshore and offshore waters: Waters close to and farther from the land.

46. OpenCape Corporation: A regional technology company focused on providing advanced communication solutions, including broadband, in Cape Cod.
47. Open Space: Undeveloped areas for nature, preservation, recreation, or aesthetics.
48. OCBPMP (Outer Cape Bike and Pedestrian Master Plan): Plan for a bike/pedestrian path network.
49. Peaked Hill: Historic and geologically significant Cape Cod landmark.
50. Persons with Disabilities: Individuals facing physical or mental impairments limiting their activities.
51. Regional Planning Agencies (RPAs): Agencies guiding multi-community development.
52. Riprap: Rock or other material used to protect shorelines from erosion.
53. Runoff: Water flowing over land after precipitation.
54. Septic Systems: Underground wastewater treatment structures.
55. Storm Surge: Temporary ocean water rise due to storms.
56. Stormwater: Precipitation runoff that isn't absorbed into the ground.
57. Street Trees: Trees planted alongside roads.
58. Transportation and Climate Initiative (TCI): Collaboration to reduce carbon emissions from the transportation sector.
59. Wastewater Treatment: Process of converting wastewater into an effluent that can be returned to the water cycle without negative impacts.
60. Watersheds: Land areas directing rainwater into streams, rivers, and eventually the sea.
61. Wetland: Area saturated with water, providing habitat for numerous species.

SECTION 7: APPENDIX

1. LCPC 2022 Survey Results
2. LCPC 2022 Postcard Campaign Results
3. 2023 Draft Housing Production Plan & Needs Assessment Summary
4. 2023 Economic Development Vision and Strategy Report
5. "Designing the Future to Honor the Past," excerpts from the Cape Cod Commission's Design Guidelines
6. Historic Truro: Landmarks and Legends Self-Guided Tours
7. Cape Cod Housing needs: Analysis for the Cape Cod Commission

8. "Housing Market Overview and Economic and Fiscal Benefits of Housing Development in Barnstable Country, MA" Prepared by the Concord Group for Housing Assistance Corporation. October 2022.
9. Whole Government Approach Submitted by Climate Action Committee & Energy Committee
10. Truro COA Board Report on Focus Group Discussions. Prepared by Susan Girard-Irwin, Daniel Schreiner, Katherine Black, Carol Bishop, Apryl Shenk. December 2022.
11. FY2024 Capital Improvement Plan

1. LCPC 2023 Survey Results

2. LCPC 2023 Postcard Campaign Results

3. 2023 Draft Housing Production Plan & Needs Assessment Summary

4. 2023 Economic Development Vision and Strategy Report

5. "Designing the Future to Honor the Past," excerpts from the Cape Cod Commission's Design Guidelines, from the Truro Historical Commission's website

6. Historic Truro: Landmarks and Legends Self-Guided Tours

7. Cape Cod Housing needs: Analysis for the Cape Cod Commission Prepared by the Donahue Institute at Umass Amherst. March 2023.

https://www.capecodcommission.org/resource-library/file?url=%2Fdept%2Fcommission%2Fteam%2FWebsite_Resources%2Fhousing%2FCC-Housing-Needs-Assessment-2023.pdf

8. "Housing Market Overview and Economic and Fiscal Benefits of Housing Development in Barnstable Country, MA" Prepared by the Concord Group for Housing Assistance Corporation. October 2022.

<https://housingtoprotectcapecod.org/wp-content/uploads/2022/11/HAC-The-Concord-Report-Housing-Market-Overview.pdf>

9. Whole Government Approach Submitted by Climate Action Committee & Energy Committee

For LCP/ SB inclusion (Voted and approved by CAC 5/14/2022) EC fall 2022

Whole Government Approach:

The Town of Truro recognizes that effective climate leadership requires the integration of climate change mitigation and adaptation into daily operations, decision-making, and planning for our municipality. The Truro Town government is committed to taking the lead on implementation of this approach and the integration of climate change mitigation and adaptation throughout all Town Departments, boards, and committees and will focus on three specific areas to achieve this:

Governance

Integrate climate change mitigation and adaptation goals, metrics, and evaluation criteria into Town planning and administration, including staff and department training, evaluations, and budgeting.

Education

Work with educators, parents, students, the School Board, and the State to bring climate education curricula into schools and student activities.

Resilience

Prepare businesses and residents for the adverse impacts of climate change through education and preparedness planning.

Departmental Responsibilities.

One of the first objectives is to align Town Departments' responsibilities with the goals of the Climate Action Plan and identify any areas where municipal activities may be in conflict with the goals of the Plan.

This process will result in the incorporation of a climate strategy into the goals of every Town Department's operations and planning.

GOALS AND ACTIONS (Voted and approved by CAC 5/26/2022 EC 9/11/2023)

Purpose

To reduce the community's contribution to climate change, with a focus on ensuring our energy infrastructure is cleaner, leaner, and more resilient.

To prepare mitigation actions and adaptation strategies that respond to the anticipated effects of climate change before they occur.

Goal 1: Integrate climate change mitigation and adaptation as a focus for all Town Departments, Boards, and Committees.

1. Designate a Town staff position to coordinate with the Energy Committee and the Climate Action Committee other boards, committees, and departments as well as community groups to implement the climate change mitigation and adaptation goals set forth here.
2. Create climate change-ready standards and offer training opportunities for Town decision-makers, goal implementers, and committee members.
3. Implement the resolution passed at 2020 Town Meeting and any future related ATM Articles that requires regulatory and advisory bodies and the Town to adopt the objective of reducing Truro's net greenhouse gas emissions to zero by 2050 at the latest, and requests the Select Board to direct all departments, officers, committees boards and of the Town to take such immediate measures within the scope of their respective responsibilities and authority as may be necessary and prudent to implement this policy.
4. Create, track, and report Department-specific and measurable goals and objectives to implement and succeed with this policy.

Goal 2: Reduce the Town of Truro's non-renewable energy consumption and encourage energy conservation in order to reduce Greenhouse Gas emissions. In alignment with Commonwealth goals, achieve a reduction of greenhouse gas emissions over 1990 levels by at least 50% by 2030, 75% by 2040, and 100% ("net-zero") by 2050.

1. Continue to identify strategies and projects that will help us reach the Green Communities Act goal of reducing non-renewable energy consumption by 20% every five years.
2. Identify and apply for Green Communities grants, proposing projects that fully maximize potential funding (\$250,000 projects).
3. Identify and implement appropriate alternative energy generation on Town properties needed to reduce town fossil fuel reliance and electric energy cost and/or add renewable energy to the regional grid to offset the future demand projected in the Massachusetts 2050 Decarbonization Roadmap
4. Reduce "peak hour" energy consumption for town buildings, including investigating the use of battery storage.

5. Measure baseline data and maintain ongoing measurement of municipal energy use and corresponding greenhouse gas emissions. (Mass Energy Insight) and use it to inform decisions on potential improvements.
6. Inform the public by creating displays of the energy use, emissions, and improvement data mentioned above. (The Truro CAC website offers one publishing opportunity.)
7. The Truro Energy Committee and the Truro Climate Action Committee will participate in Long-term Capital planning for municipal buildings, projects and properties to assist in identifying and implementing cost effective climate mitigation and adaptation actions aligned with Town and state goals
8. The Energy Committee and the Climate Action Committee will participate in Article votes and Comments on the Annual Town meeting warrant for all Articles related to Climate Change and energy conservation.
9. Investigate all alternative energy sources feasible for Truro, e.g., solar, wind, water.

Goal 3: Reduce the Truro community’s non-renewable energy consumption and encourage energy conservation for Greenhouse gas emission reductions in alignment with Commonwealth goals, i.e achieve a reduction of greenhouse gas emissions over 1990 levels by at least: 50% by 2030, 75% by 2040 and 100% “net-zero” by 2050.

Note: Truro began tracking municipal emissions in 2009, whole Town emissions in 2020

Measure baseline data and maintain ongoing measurement of community energy use and greenhouse gas emissions. Continue to work toward improved data sources for information needed for the Global Covenant of Mayors, such as resident vehicle information, improved measurement techniques potential improvements to the Assessor’s database, and possible state-mandated information from utility companies

1. Promote energy conservation, greenhouse gas reduction technologies, solar panel and air-source heat pump installation for homes and businesses, partnering with Cape Light Compact and other regional municipalities and agencies
2. Promote ways homes and businesses can reduce “peak hour” consumption, including investigating the use of battery storage.

(During peak hours less efficient, higher emitting fossil fuel “peaker” plants make up the energy shortfall)

3. Inform the public by creating displays of the energy use, emissions, and our collective progress toward all of these community “net zero” goals.

4. Promote the acquisition of electric cars by residents by improving infrastructure (charging stations) and holding a promotional “electric car fair” event, perhaps jointly with neighboring towns.
5. Provide information regarding incentive programs by the Commonwealth and other entities for reducing greenhouse gas emissions.

Provide buying opportunities at reduced prices for greenhouse gas reducing technologies for consumers.

Goal 4: Encourage both Town and Community wide climate change preparedness and adaptation.

1. Create an ongoing public awareness program to inform all residents of mitigation and adaptation techniques and opportunities.
2. Update Truro’s vulnerability assessment and develop an action-oriented resiliency plan with grant support from the Massachusetts Executive Office of Energy and Environmental Affairs, *Municipal Vulnerability Preparedness (MVP) Grant Program*.
3. Build on the Town’s Hazard Mitigation Plan to reduce vulnerabilities.
4. Encourage and coordinate emergency planning at the neighborhood level.
5. Work with the Cape Cod Commission and other County entities to develop grant applications for agreed-upon mitigation actions.
6. Develop database of grant sources and collaborative grant writing partners.

Voted and approved 5/26/2022 CAC

10. Truro COA Board Report on Focus Group Discussions. Prepared by Susan Girard-Irwin, Daniel Schreiner, Katherine Black, Carol Bishop, Apryl Shenk. December 2022.

11. FY2024 Capital Improvement Plan