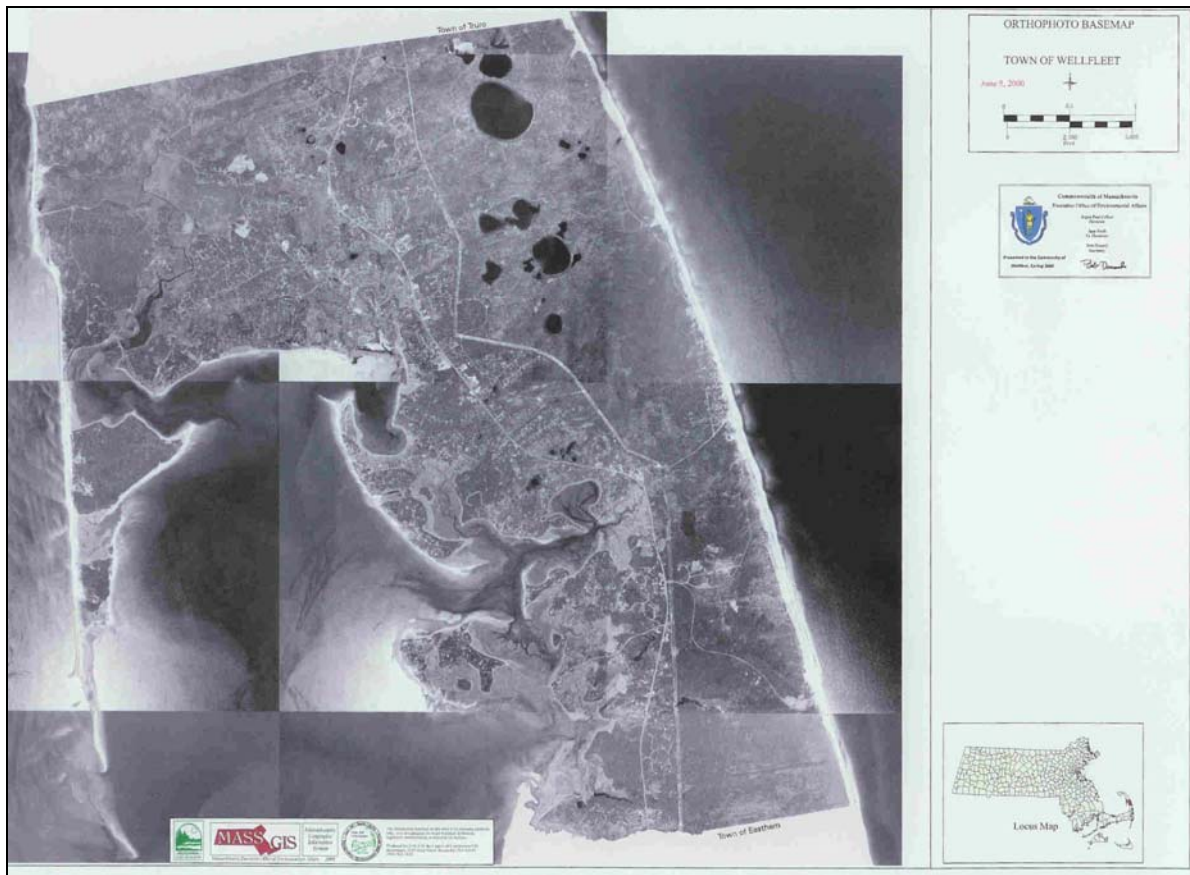


### Section 3 - Community Setting

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#### **Wellfleet Aerial Orthophotograph**

Source: Executive Office of Environmental Affairs website  
([http://commpres.env.state.ma.us/community/cmt\\_main.asp?regionID=cpis&regionName=Cape+Cod+and+Islands&communityID=318&communityName=Wellfleet#Absolute](http://commpres.env.state.ma.us/community/cmt_main.asp?regionID=cpis&regionName=Cape+Cod+and+Islands&communityID=318&communityName=Wellfleet#Absolute))

## A. Regional Context

Wellfleet is a heavily tourist-oriented rural town which occupies 20.47 square miles of the outer portion of Cape Cod. It is bounded on the east by the Atlantic Ocean and the west by Cape Cod Bay, to the north lies the Town of Truro, and to the south the Town of Eastham. Sixty-one percent of these 20.47 square miles is under the administration of the National Park Service as The Cape Cod National Seashore. This is shown on Map 1, *Town of Wellfleet*.

One of the fifteen towns comprising Barnstable County, Wellfleet has a town meeting form of government and a five member Board of Selectmen who appoint a full-time Town Administrator. Wellfleet is included in the 10<sup>th</sup> Massachusetts Congressional District; the Cape, Plymouth and Island States Senatorial District; and the Cape and Islands States Representative District.

Besides Route 6, which runs the length of the Cape, there are other public services that are shared among adjacent towns. There is an agreement to make police and fire services of the adjacent towns available to Wellfleet and vice versa; natural potable groundwater sources in the north of Wellfleet and in the south are shared by the Town of Truro and the Town of Eastham, respectively. Proposed walking and bike trails would connect with these two towns. The Town of Truro shares the Wellfleet Harbor Area of Critical Environmental Concern (A.C.E.C.), including northern portions of the Herring River flood plain. Hatches Creek forms the boundary between Wellfleet and Eastham; thus, any disturbance to this estuary would affect both towns. On the private side, grocery and other shopping is limited in Wellfleet and most people use facilities in Orleans or Provincetown for their routine purchases. For larger items, some people go to other towns, including Hyannis and Boston where shops are more plentiful. Use is also made of Eastham for indoor recreation. Conversely, Wellfleet's golf course (Chequessett Country Club) is used by residents and visitors from Eastham and Truro.

### Cape Cod National Seashore

The Cape Cod National Seashore, established by an Act of Congress on August 7, 1961, is administered by the National Park Service with resource preservation as its primary goal. As the enabling Legislation states:

*"In order that the Seashore shall be permanently preserved in its present state, no development or plan for the convenience of visitors shall be undertaken which would be incompatible with the preservation of the unique flora and fauna or the physiographic conditions now prevailing or with the preservation of such historic sites and structures. (P.L. 87-126, 75 Stat, 284)"*

Together with preservation, the enabling Legislation provides for:

*"the public enjoyment and understanding of unique natural, historic and scientific features of Cape Cod within the seashore by establishing such trails, observation points, and exhibits and providing such services as he [the Secretary of the Interior] may deem desirable for such public*

*enjoyment and understanding..... (and) may develop for appropriate public uses such portions of the Seashore as he deems especially adaptable for camping, swimming, boating, sailing, hunting, fishing, the appreciation of historic sites and structures and natural features of the Cape Cod and other activities of similar nature. (P.L. 87-126, 75 Stat. 284)”*

The Seashore’s designated boundary includes a total of 43,650 acres of the outer Cape including submerged lands. There are approximately 27,000 upland acres, of which about 8,000 are in the Town of Wellfleet. This represents about 61% of the town’s 13,100 acre total area. Since September 1, 1959, a person can still buy private land and erect a house within the Seashore; however such property is subject to acquisition by the Seashore, which is empowered to purchase such land with the goal of preserving the park land in its natural state. There are 600 improved properties built before September 1, 1959 which can remain in private ownership in perpetuity. Large areas of important outer Cape, and particularly Wellfleet, ecosystems like the kettle ponds and the Herring River basin, are at least partially under the land management policies and guidelines of the National Park Service; however, significant portions of these systems are outside the Seashore, or on private or town owned land within the Seashore boundaries. The resultant jurisdictional mosaic necessitates close cooperation among federal, state and local authorities, and interested individuals, to effectively (and collectively) preserve public resources.

In 1998, the National Seashore completed a General Management Plan to update the Master Plan of 1970. The draft was reviewed by Boards of Selectmen in Provincetown, Truro, Wellfleet, Eastham, Orleans, and Chatham as well as numerous citizens (as reflected in the 300 to 400 letters received by the National Seashore). Many of the comments and suggestions have been incorporated in the final report which includes a detailed Environmental Impact Statement.

One of the important objectives of the General Management Plan is to improve relations with the Towns, including Wellfleet, helping to develop solutions to challenges confronting both town governments and the National Seashore. The management philosophy of the Plan states:

*“The quality of life and the economic needs of nearby communities affect seashore resources, just as the management of resources within the National Seashore has significant effects on the towns. For this reason a collaborative approach to stewardship..... is essential.”*

The objectives of the Plan include management of the natural and cultural resources to sustain the distinctive character of the Outer Cape, protection of water resources, encouragement of stewardship of buildings and other artifacts, and stimulation of a diverse range of quality experience with the town. These, of course, are central goals for the Town of Wellfleet as well.

## **B. History of the Community**

Wellfleet’s town seal shows a famous early incident in the history of what would eventually become the Town of Wellfleet. The seal depicts the moment when nine men in the Mayflower’s shallow ventured into what is now Wellfleet Harbor and saw Indians cutting up stranded

blackfish (pilot whale). Blackfish have continued to beach themselves here down to the present day. In 1644, some residents of the little town of Plymouth chose to move from that first settlement to Nawsett, a general name for most of the lower Cape. William Bradford wrote in his History of Plimoth Plantation, “Thus was this poore church left , like an ancient mother grown old and forsaken of her children...”

The soil on this part of the Cape was not fertile, but the fishing grounds were bountiful. Remembering London’s prosperous fish market, early settlers reportedly gave this area its early name of Billingsgate. Slowly this community grew. The hamlet of Billingsgate built a small meeting house above the harbor and soon began to think of itself as a town separate from Eastham.

In a distressing tangle of church affairs, the control of fishing resources, and personal animosities, the North Precinct of Eastham became a separate Township. A petition to the General Court for incorporation was denied in 1721, but in 1723 a bill at least defined the borders of the Precinct whereupon the citizenry began to elect officers and levy taxes. In 1763 the General Court established the North Precinct as a district to which the name Wellfleet was given. Twelve years later the Revolutionary General Court converted all districts in the Commonwealth into townships and thus, at last, the Town of Wellfleet came into existence.

In its earliest years, Wellfleet was a scattered settlement of subsistence farmers. By 1670, however, Wellfleet increasingly depended on fishing. Whaling with its ancillary activities of barrel making and outfitting vessels became increasingly important. Before the Revolution more than a score of whaling vessels sailed out of Wellfleet Harbor. The most successful Wellfleet whalers became known as the “seed corn gang of whalers” because it was from them that whaling techniques were spread to other coastal towns and to Nantucket. In fact, Captain Jesse Holbrook was so successful that he was asked to teach whaling skills to English seamen. Other men were engaged in the mackerel and cod fishery and in the oyster business.

Just before the Revolution all of Wellfleet’s oysters died from an unknown cause. This was a serious blow to the town’s economy. The Revolutionary War, with the British attempt to embargo the Cape, turned prosperity into want, if not destitution. The whaling vessels rotted where they were hauled out. Ships that tried to go out from Wellfleet Harbor were captured by the British. But Enoch Pratt says, “The inhabitants were truly patriotic. Having a poor soil, and their fisheries and commerce being cut off, they were reduced to such poverty as to be poorly able to pay their portion of public taxes, with the ministerial, school, and other charges, during the war and for some time afterward. Soon, however, under the fostering protection of our free government, they again engaged in the fisheries; by a vigorous prosecution of this branch of industry on the wide ocean and developing the riches hid in the sands on their shores (clams), they recovered from their poverty and became prosperous and wealthy.” Resourcefully, Wellfleet oystermen began to bring oyster spat from Chesapeake waters and to lay them down on the flats where they doubled in size and “took the Wellfleet flavor.” The fishing industry also prospered again. Cod and mackerel were the two principal catches of the Wellfleet vessels. In 1837, 496 men were employed in fishing and 39 ships had to be outfitted and kept in repair at the wharves that were beginning to be built near Mayo’s Beach.

The area around Duck Creek had at first been no more important than any of the other settlements scattered within the bounds of Wellfleet. However, when the harbors at the other settlements began to silt up and Billingsgate Island began to erode, then Wellfleet Harbor and Duck Creek commenced to dominate the commercial life of the town. More and more town citizens found it convenient to live as near to the harbor as they could. Local people began to move their houses onto the streets nearest the center of maritime activity. Dozens of houses were moved into Wellfleet's central district from 1830 to 1880.

But the growing town needed services and stores for domestic purposes as well as for the fishing industry. In 1832 Simon Atwood built a grocery store which still stands near the town pump and in the 1850's Dr. William Stone joined two dwelling houses that he had "hailed off" Billingsgate and made them into a general store on what was to become Main Street. And still the maritime activities grew. A ship yard was established on Duck Creek, 39 salt works were developed to make the salt needed to salt down the catches on Wellfleet fishing vessels. The general prosperity was further evidenced in the expansion of retailing, the establishment of a local bank, and the building of private homes. The public schools were expanded and the church buildings were enlarged and then replaced.

While other parts of the country were building up industries as the basis of their economy, Wellfleet continued to depend on fishing. Only one industrial structure was built in the town, vernacular in style, a wood frame building with a flat roof and few windows. Even with financial help from the town, the factory never prospered whether it was making pants, shirts, or metal dies. The railroad that came in the 1870's brought the factory's raw materials here and carried its products back to Boston, but freighting Wellfleet's seafoods was more prosperous for the town. Changes were to come.

The nautical technology developed during the Civil War displaced the familiar fishing schooner with steam engines and metal hulled vessels. The local entrepreneurs began a period of retrenchment. Risk capital grew tight although it was in the 1860's that Wellfleet business men had established the first local bank. The expansion of the railroads, also locally financed, further weakened the coasting trade. The railroad dike, built across the mouth of Duck Creek, sealed off the upper reaches of that stretch of water changing it from a busy maritime center to a backwater of salt marsh and tidal flats. Wellfleet's population waned, young people left the town for jobs off Cape, stores were empty, houses were actually abandoned, vessels again rotted at decaying wharves, prosperity faded. Even though Wellfleet was far from centers of commerce, still the panics in the financial world affected its small economy. Many people, especially the young men, had to leave Wellfleet to find work in Boston or New York.

For the average fisherman or clerk in the local businesses that struggled on there were hard times. But Wellfleet survived. Tourism began to take up the slack. The first "tourists" were only family members returning from their city jobs to old homes for brief visits. Then the railroad began to bring more visitors. Lorenzo Dow Baker, the Wellfleet "boy who made good" in the fruit import business, came home each summer with friends, business associates, and servants, and invested some of his United Fruit Company profits in a hotel built out into Wellfleet Harbor on Wellfleet's former wharves. Residents took in summer boarders or rented houses to summer visitors who arrived by train. Residences became rooming houses or were divided into apartments. Outbuildings were remodeled into summer rentals. As roads improved

and the automobile began to dominate travel, the first cabins were built and cottage colonies and motels developed. From Captain Baker's Yacht Club at his Chequessett Inn grew the Chequessett Country Club with a nine hole golf course and a fleet of sailboats for club competition. A marina has been developed at the harbor making Wellfleet a pleasure-boating center. Charter boats leave the pier daily during the tourist season. Summer theater offers entertainment; while concerts and square dancing enliven the summer season.

Perhaps the most important factor in changing Wellfleet from a fishing village to a tourist center has been the development of land. The establishment of the National Seashore park which took so much acreage out of development possibilities made the remaining land even more valuable. Developers have sold house lots in ever-increasing numbers since World War II. Private houses are built for seasonal use now, but are planned for year-round use when the new home owners retire.

Increasingly, Wellfleet has become the center for creative arts. The rapid increase in Wellfleet's summer and year-round population has begun to exploit the center of town. Fine old houses are becoming retail shops; art galleries, needing unbroken wall space are "blinding" their property by removing windows; additions which change roof lines and entrances are altering the style of still other houses. In such small increments come fundamental changes in the town.

### C. Population Characteristics

The analysis of population statistics is important in the determination of the needs of the community. With approximately 61% of the town within the official designated boundary and jurisdiction of the National Seashore, growth and development pressure on land outside the Seashore has intensified. This trend will continue to escalate as both the seasonal and year round population increases. Data on population composition and change, labor force, employment/unemployment, seasonal population and population projections has been collected and analyzed in this section.

#### Population Change

Historic changes in Wellfleet's year-round resident population since the turn of the century are listed in Table 1, *Year Round Wellfleet Population Change 1900-2000*. The year-round population increased 43% from 1,743 in 1970 to 2,493 in 1990 raising the overall year-round town density from 85 in 1970 to 122 persons per square mile in 1990. Note the very high population increases in each decade between 1950 and 1980 followed by a sharp decline since then. The density of people per square mile continues to increase.

**Table 1      Year Round Wellfleet Population Change 1900-2000**

| <b>Year</b> | <b>Population</b> | <b>Change</b> | <b>% Pop.<br/>Change</b> | <b>Density ( Pers./<br/>sq.mi.)</b> |
|-------------|-------------------|---------------|--------------------------|-------------------------------------|
| 1900        | 988               |               |                          | 48                                  |

|      |      |      |        |     |
|------|------|------|--------|-----|
| 1910 | 1022 | 34   | +3.5   | 50  |
| 1920 | 826  | -196 | -19.24 | 40  |
| 1930 | 823  | -3   | -0.4   | 40  |
| 1940 | 890  | 67   | +8.1   | 43  |
| 1950 | 1123 | 233  | +26.2  | 55  |
| 1960 | 1404 | 281  | +25.0  | 69  |
| 1970 | 1743 | 339  | +24.1  | 85  |
| 1980 | 2209 | 466  | +26.7  | 108 |
| 1990 | 2493 | 284  | +12.9  | 122 |
| 2000 | 2749 | 256  | +10.3  | 135 |

**Source:** U.S. Census of Population; computation of density includes all land on the Cape Cod National Seashore within the town boundaries.

Population in Wellfleet and throughout Cape Cod has been steadily increasing over most of the last several decades. Table 2, *Cape Growth Rate 1920-2001*, shown below and illustrated graphically in Chart 1, *Cape Cod Population Growth 1920-2000*, indicate that population growth in the region during this century has always been high, ranking in the top three regions across the state. The most notable trend here is the drop in growth since 1990.

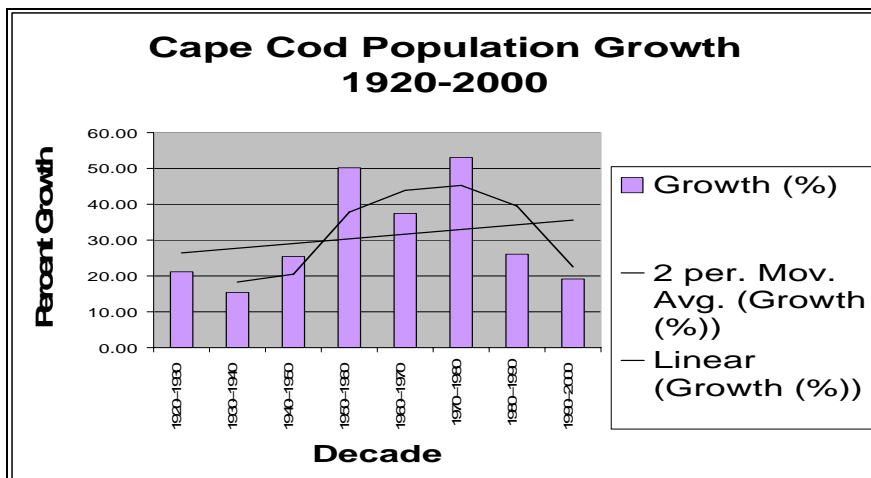
**Table 2 Cape Growth Rate 1920-2001**

| <b>Years</b> | <b>Rank</b> | <b>Growth (%)</b> | <b>Population (in latter year)</b> | <b>Gain in Decade/Year</b> |
|--------------|-------------|-------------------|------------------------------------|----------------------------|
| 1920–1930    | 3           | 21.20             | 32,305                             | 5,635                      |
| 1930–1940    | 1           | 15.4              | 37,295                             | 4,990                      |
| 1940–1950    | 1           | 25.5              | 46,805                             | 9,510                      |
| 1950–1960    | 1           | 50.2              | 70,286                             | 23,481                     |
| 1960–1970    | 1           | 37.5              | 96,656                             | 26,370                     |
| 1970–1980    | 1           | 53                | 147,925                            | 51,269                     |
| 1980–1990    | 2           | 26.1              | 186,605                            | 38,680                     |
| 1990–2000    | 3           | 19.1              | 222,230                            | 35,625                     |
| 2000–2001    | 3           | 2.1               | 226,809                            | 4,579 (year)               |

**Source:** Cape Cod Commission Web site  
<http://www.capecodcommission.org/data/CapeTrends-Population080102.pdf>

Chart 1

## Cape Cod Population Growth 1920-2000



### Recent Regional and Local Growth Rates

Growth rates are affected by many factors including economic trends, employment rates, real estate costs, and the availability of buildable land. By comparing Tables 1 and 2, we can see that whereas Cape Cod started showing rapid and consistent growth as early as 1920, Wellfleet did not show comparable growth until after 1950, probably owing to its outer Cape location and limited economic opportunity.

Very recent annual growth rates are continuing at a relatively slower pace across the entire state than in past decades. Nonetheless, according to *Cape Trends*, published regularly by the Cape Cod Commission, Cape population reached 229,545 in 2003, according to the latest estimates from the U.S. Census Bureau. Cape Cod Commission staff analysis finds that growth levels in five Cape towns during this period ranked in the state's top 35 of its 351 cities and towns.

Table 3, *Wellfleet and Cape Cod Population Change 1980-2000*, shows that between 1980 and 1990, there was a 12.9 percent increase in Wellfleet's population (1.29 percent avg. per year). This was significantly lower than (approximately half) the 26.1 percent increase for the entire region over the same ten year period. Percent population change for 1990-2000 in Wellfleet was even lower at 10.3% percent (1.03 percent avg. per year). As in the preceding decade, this was about half the rate for the Cape as a whole, which showed an increase of 20.8 percent for the same period. In the last few years growth has continued but at a similarly modest rate.

Table 3 shows clearly that in the last two decades Wellfleet's growth rate has declined to half that of the region's.



**Table 3 Wellfleet and Cape Cod Population Change 1980-2000**

| <b>Population Change 1980-2000</b> |             |             |             |                   |                       |                   |                       |
|------------------------------------|-------------|-------------|-------------|-------------------|-----------------------|-------------------|-----------------------|
| <b>Location</b>                    | <b>1980</b> | <b>1990</b> | <b>2000</b> | <b>1980-1990</b>  |                       | <b>1990-2000</b>  |                       |
|                                    |             |             |             | <b>Net Change</b> | <b>Percent Change</b> | <b>Net Change</b> | <b>Percent Change</b> |
| <b>Cape and Islands Region</b>     | 161,954     | 204,256     | 246,737     | 42,302            | 26.10%                | 42,481            | 20.80%                |
| <b>Wellfleet</b>                   | 2209        | 2493        | 2749        | 284               | 12.9%                 | 256               | 10.3%                 |

Source: Massachusetts Department of Employment and Training (DET) Web site ([http://www.detma.org/pdf/WIA\\_Pop.pdf](http://www.detma.org/pdf/WIA_Pop.pdf))

Table 4, *Wellfleet Population Estimates 2000-2003*, indicates that Wellfleet reached an estimated 2,841 residents in 2003, up 92, or 3.2 percent, from the U.S. Census count of 2,749 in 2000.. This amounts to an approximate yearly average population growth of 1 percent since 2000. Though this is still much lower than in the past, its percent rate of population increase exceeds both the region and the state during the same period. From 2002 to 2003, Wellfleet increased its population by only 26 people, ranking 185<sup>th</sup> in the state but had a relatively high population growth rate, ranking at 116<sup>th</sup>, with a 0.9 percent population increase. This was slightly higher than the Capewide average of 0.7% and significantly higher than the statewide average of 0.2% during the same time period.

**Table 4 Wellfleet Population Estimates 2000-2003**

| <b>Wellfleet Population Estimates</b> |                         |                  |                  |                  |                                     |
|---------------------------------------|-------------------------|------------------|------------------|------------------|-------------------------------------|
| <b>Town</b>                           | <b>July 2003</b>        | <b>July 2002</b> | <b>July 2001</b> | <b>July 2000</b> | <b>U.S. Census Count April 2000</b> |
| Wellfleet                             | 2,841<br>(+0.9% change) | 2,815<br>(+1.0%) | 2,786<br>(+0.9%) | 2,761            | 2,749                               |

Source: Cape Cod Commission Web site (<http://www.capecodcommission.org/data/CapeTrends-Population080504.pdf>)

Today, due to the limited area and fragile natural resources here, the town is rapidly approaching its carrying capacity. As the Cape approaches buildout and there is less land available for even higher cost, growth rates may either slow down or possibly speed up as people race to get their share of the pie before there is none left. Past population growth trends in Wellfleet, however, are clear. Population gains have been steady for decades until 1990, when a notably sharp decline occurred and has continued to the present day, maintaining a growth rate of approximately 1% per year.

## Age Profile<sup>5</sup>

Table 5, *Wellfleet Population Composition 1971- 2000*, shows Wellfleet's age profile for the years 1970, 1980, 1990, and 2000 the age groups being; pre-school (under 5), school age (5-18), employable age (19-59), and retirement age (60+). A significant factor in Wellfleet population growth is the continued influx of residents over the age of 60. As shown, between 1970 and 1980 population of this age group grew by 33.6% to represent 27% of all town residents and, while the rate of growth has been less in the most recent decades, the total percentage and growth rate of the over 60 age group remained high. The economic ramifications of this are substantial, as are the demands and desires for public services and goods and services both general and particularly those associated with elder populations.

**Table 5 Wellfleet Population Composition 1971- 2000**

| Age     | Year |      |      |      | Percent Change |           |           |
|---------|------|------|------|------|----------------|-----------|-----------|
|         | 1970 | 1980 | 1990 | 2000 | 1970-1980      | 1980-1990 | 1990-2000 |
| Under 5 | 113  | 162  | 153  | 118  | +43.3          | -5.6      | -22.9     |
| 5-18    | 429  | 343  | 371  | 418  | -20.0          | +8.2      | +12.7     |
| 19-59   | 760  | 1115 | 1303 | 1454 | +46.7          | +16.9     | +11.6     |
| 60+     | 441  | 589  | 666  | 759  | +33.6          | +13.1     | +14.0     |

Source: U.S. Census

Table 6, *School Enrollment Levels*, includes only public schools, including those Wellfleet students attending Nauset Regional Middle and High Schools and the Cape Cod Regional Technical High School. It shows that while total school enrollment in public schools has not fluctuated dramatically over these decades, there has been a marked change in the distribution between those in K-8 and 9-12. Between 1990 and 2000 there was a notable decrease in the K-8 age group and an apparently associated increase in the 9-12 age group. Year 2004 figures show further reductions in both age groups, indicating a lull in the addition of young children.

**Table 6 School Enrollment Levels**

| Year | K-8 | 9-12 | Total School Enrollment | School Age Population(5-18) |
|------|-----|------|-------------------------|-----------------------------|
| 1970 | 208 | 112  | 320                     | 429                         |
| 1980 | 219 | 111  | 330                     | 343                         |
| 1990 | 273 | 70   | 343                     | 371                         |
| 2000 | 225 | 152  | 377                     | 388                         |
| 2004 | 204 | 93   | 297                     |                             |

Source: US Census Bureau, Census 2000 Survey File 3

<sup>5</sup> Information obtained from Cape Trends on Cape Cod Commission Website, town records and U.S. Census.

## Median Age

U.S. Census 2000 found the Northeast had the highest median age in the nation at 36.8 years. Since 1980 the median age of Barnstable County residents has been the highest of the 14 Massachusetts counties. Since 1990, the Cape's median age increased 5.1 years, from 39.5 to 44.6 in 2000. Eleven of the Cape's 15 towns comprised more than half the state's top 20 communities in median age. Seven of the Cape's top eleven in the state in median age are the Lower/Outer Cape towns of Orleans, Chatham, Harwich, Eastham, Wellfleet, Brewster and Provincetown. According to the 2000 census, Wellfleet ranked 13<sup>th</sup> in the state with a median age of 47.0 years. By comparison, the statewide median age increased from 33.6 in 1990 to 36.5 in 2000.

U.S. Census 2000 documented the 35–44 and 45–54 age groups as the Cape's largest with 33,982 and 32,802 residents, respectively, together comprising 30 percent of the Cape's 222,230 residents. The Cape's 45–54 age group registered the highest growth —both numerical and percentage —nearly doubling from 17,573 in 1990 to 32,802 in 2000, a gain of 15,229 or 87 percent. Wellfleet also showed the 45-54 year old age group ranking highest with a total of 535 people, 19.5% of the total. The 35-44 year age group was a close second at 413 people, or 15% of the total.

Barnstable County's share of residents age 65 and over has long led the state. In the past 50 years, the over-65 proportion of Cape population nearly doubled from 12.1 percent in 1950 to 23.1 percent in 2000, compared with statewide growth from 10 percent of all residents in 1950 to 13.5 percent in 2000. Over the past decade, Cape Codders age 65-plus increased from 22.0 to 23.1 percent of all residents, nearly double the national rate of 12 percent, while residents age 65-plus throughout Massachusetts slipped from 13.6 percent to 13.5 percent. With 23.1 percent of residents age 65-plus in 2000, Barnstable County ranked 126<sup>th</sup> of the 3,141 U.S. counties. Wellfleet ranks very high at 11<sup>th</sup> in the state with 21.7% of its residents aged 65 or over, a little lower than the region's average of 23.1%.

Table 7, *Wellfleet Age Profile 1990 and 2000*, shows changes in Wellfleet's age distribution over the 1990's. Notable changes since the 1990 Census figures are the general increase in residents over the age of 45 and a decrease in children under 5 years old.

Clearly population data indicates that middle aged and retired people are the most numerous and fastest growing age groups in Wellfleet and that in the coming decades, open space and recreation planning must continue to provide ample passive recreational opportunities that will serve this largest segment of the population well into retirement age.

**Table 7      Wellfleet Age Profile 1990 and 2000 (U.S. Census)**

| Age Group | 1990 | % of 1990<br>Total | 2000 | % of 2000<br>Total | Change<br>Since 1990 |
|-----------|------|--------------------|------|--------------------|----------------------|
|           |      |                    |      |                    |                      |
| Under 5   | 153  | 6.1                | 118  | 4.3                | -22.8%               |

|               |             |            |              |            |            |
|---------------|-------------|------------|--------------|------------|------------|
| 5-9 years     | 173         | 6.9        | 103          | 3.7        | -40.5%     |
| 10-14 years   | 131         | 5.3        | 151          | 5.5        | 15.3%      |
| 15-19 years   | 90          | 3.6        | 164          | 6.0        | 82.2%      |
| 20-24 years   | 92          | 3.7        | 89           | 3.2        | 3.3%       |
| 25-34 years   | 354         | 14.2       | 228          | 8.3        | -35.6%     |
| 35-44 years   | 464         | 18.6       | 413          | 15.0       | -11.0%     |
| 45-54 years   | 248         | 10.0       | 535          | 19.5       | 116%       |
| 55-59 years   | 122         | 4.9        | 189          | 6.9        | 55%        |
| 60-64 years   | 168         | 6.7        | 162          | 5.9        | -3.6%      |
| 65-74 years   | 278         | 11.1       | 334          | 12.1       | 20.1%      |
| 75-84 years   | 182         | 7.3        | 195          | 7.1        | 7.1%       |
| 85 and over   | 38          | 1.5        | 68           | 2.5        | 80%        |
| <b>TOTALS</b> | <b>2493</b> | <b>100</b> | <b>2,749</b> | <b>100</b> | <b>N/A</b> |
| Median Age    |             |            | 47           |            |            |

Source: Cape Cod Commission website ( and U.S. Census American Fact Finder website ([http://factfinder.census.gov/servlet/QTTable?\\_bm=y&-geo\\_id=06000US25001070&-qr\\_name=DEC\\_1990\\_STF1\\_DP1&-ds\\_name=D&-\\_lang=en](http://factfinder.census.gov/servlet/QTTable?_bm=y&-geo_id=06000US25001070&-qr_name=DEC_1990_STF1_DP1&-ds_name=D&-_lang=en))

## Seasonal Population

It is difficult to gauge accurately the seasonal population as neither the federal nor state census covers this group. Peak summer population and projections, shown in **Table 8, Seasonal Population History and Projections**, were compiled in June 1982 by the Cape Cod Planning and Economic Development Commission (CCPEDC) and have been updated. July was assigned as “peak summer” since municipal water records indicate that peak water usage occurs during July. Peak summer population consisted of the total of three different segments of the population: the year-round residents, the population in second homes who visit during the summer, and the population in non-dwelling accommodations (motels, campgrounds, trailer parks and children’s camps). This represented a peak seasonal density of approximately 700 persons per square mile for the Town of Wellfleet.

**Table 8 Seasonal Population History and Projections**

| <u>Year</u>        | <u>Winter<br/>Population</u> | <u>Change</u> | <u>Winter<br/>Density</u> | <u>Peak Summer<br/>(July)<br/>Population</u> | <u>Peak Summer<br/>(July)<br/>Density</u> |
|--------------------|------------------------------|---------------|---------------------------|--|---|
| <i>history</i>     |                              |               |                           |  |   |
| 1980               | 2209                         |               | 108                       | 15,470                                       | 707                                       |
| 1985               | 2352                         | 143           | 115                       | 15,762                                       | 770                                       |
| 1990               | 2644                         | 292           | 129                       | 16,839                                       | 823                                       |
| 1995               | 2875                         | 231           | 140                       | 17,968                                       | 878                                       |
| 2000               | 2749                         | 229           | 135                       | 18,849                                       | 921                                       |
| <i>projections</i> |                              |               |                           |  |   |
| 2010               | 2964                         | 215           | 145                       | 21,044                                       | 1,030                                     |
| 2015 <sup>1</sup>  | 3278                         | 314           | 160                       | 23,078                                       | 1,030                                     |
| 2015 <sup>2</sup>  | 6081                         | 3,117         | 298                       | 23,981                                       | 1,173                                     |

<sup>1</sup> – Assumes current mix of year round and seasonal homeowners remains the same

<sup>2</sup> – Assumes current percentage of seasonal units reduced by half, representing significant growth in housing used year round. (Baby-boomers retiring)

Note: Discrepancies between Tables 2, 3 and Table 8 winter 1990 figures are due to the use of different sources.

**Source: Commission (Cape Cod Commission) Outer Cape Capacity Study**

According to National Park Service records, several million people each year visit the National Seashore and Outer Cape communities. Although seasonal population is expected to increase, this will probably occur at a significantly slower rate than that of the year-round population. Increased visitation of all types can be expected to tax open space and natural resources proportionally.

## **Population Projections**

Table 8 indicates an 8% increase in the year-round population by the year 2010, a little less than the recently observed growth rate of 1% per year. As noted previously, this increase will center primarily on lands not included within the boundaries of the National Seashore. Additionally, the peak summer population is expected to increase almost 12% in the same time period. The summer population surge of 600-700% brings unique pressures to bear on the town in the way of open space use, services, and water resources in particular. When assessing Wellfleet's open space and recreation resources, it is important to realize the high stress put upon natural systems during these peak population periods. As the winter population increases over time, there will be serious impacts to be addressed. The town's capacity for further development and its need for

open space must be considered in regard to this eventuality. For more information regarding future growth scenarios, see Section 4D, below.

### Income (U.S. Census)

According to the Cape Cod Commission's Cape Trends data, between 1989 and 1999 Barnstable County led the 14 Massachusetts counties both in the rate of median household income growth and in the decline in percent of families with income below poverty level. Cape Cod median household income increased 44.6 percent (from \$31,766 in 1989 to \$45,933 in 1999), compared with statewide growth of 36.7 percent (from \$36,952 in 1989 to \$50,502 in 1999). Median income growth in the Town of Wellfleet rose an incredible 80.4 percent from \$24,149 in 1989 to \$43,558 in 1999, the highest rate of all Cape towns and double that of the state.. However in spite of the increase, the actual income dollar figure ranked only 8<sup>th</sup> in the county. Table 9, *Median Household Income in Wellfleet*, shows decennial census figures for the years 1979, 1989 and 1999.

**Table 9 Median Household Income in Wellfleet**

| Median Household Income in Wellfleet |          |             |          |             |          |             |                    |
|--------------------------------------|----------|-------------|----------|-------------|----------|-------------|--------------------|
|                                      | 1979     |             | 1989     |             | 1999     |             |                    |
| Town                                 | Income   | County Rank | Income   | County Rank | Income   | County Rank | % Change 1989-1999 |
| Wellfleet                            | \$12,816 | 14          | \$24,149 | 14          | \$43,558 | 8           | +80.4%             |

Source: Cape Cod Commission Web site  
<http://www.capecodcommission.org/data/CapeTrends-Population080504.pdf>

Clearly, Wellfleet ranks relatively high in income compared to other Massachusetts towns, though it still falls below the Cape average. The marked percentage increase during the 1980's, however, is without explanation. One reason may be that many of the higher income town residents have higher off-Cape incomes and commute to work and/or use their Cape address as their primary residence for tax purposes, thereby inflating the income figures for their towns. In other words, income in those towns may not be earned in those towns. Also, as can be seen by looking at Table 10, *Town and State Labor Force, Employment and Unemployment Figures 1990-2003*, many jobs on the Cape fall into the lower wage sectors of retail sales, construction and tourism-related services, which are seasonal and dependant on variable factors such as weather, public safety, etc.

## Labor Force, Employment and Unemployment

### Cape Cod

U.S. Census data indicates that over the past decade, the resident labor force (employed and unemployed) in Barnstable County increased by 17,329 or 19.3 percent, from 89,855 in 1990 to 107,184 in 2000. Resident workers age 16 and up increased by 17,413 or 21.3 percent, from 81,784 in 1990 to 99,197 in 2000. Self-employed residents increased by 2,807 or 28.7 percent, from 9,766 in 1990 to 12,573 in 2000, while Cape residents who worked at home increased by 1,752 or 51.7 percent over the decade, from 3,392 in 1990 to 5,144 in 2000. Official data of the Massachusetts Division of Employment and Training (DET) derived from employers' reports indicate job growth of 25.9 percent over the decade in Barnstable County, a gain of 18,250 jobs from an annual average of 70,333 in 1990 to 88,583 in 2000. All of this data illustrates the healthy economic growth occurring in Barnstable County during the last decade with a notable trend towards greater worker autonomy as there was a 50 percent increase in the number of people working at home.

### Wellfleet

Table 10, *Town and State Laborforce, Employment and Unemployment Figures 1990-2003*, and Chart 2 *Town and State Unemployment Comparisons 1990-2003* show Wellfleet labor force, employment and unemployment figures for the years 1990-2003 as well as state unemployment figures for comparison purposes.

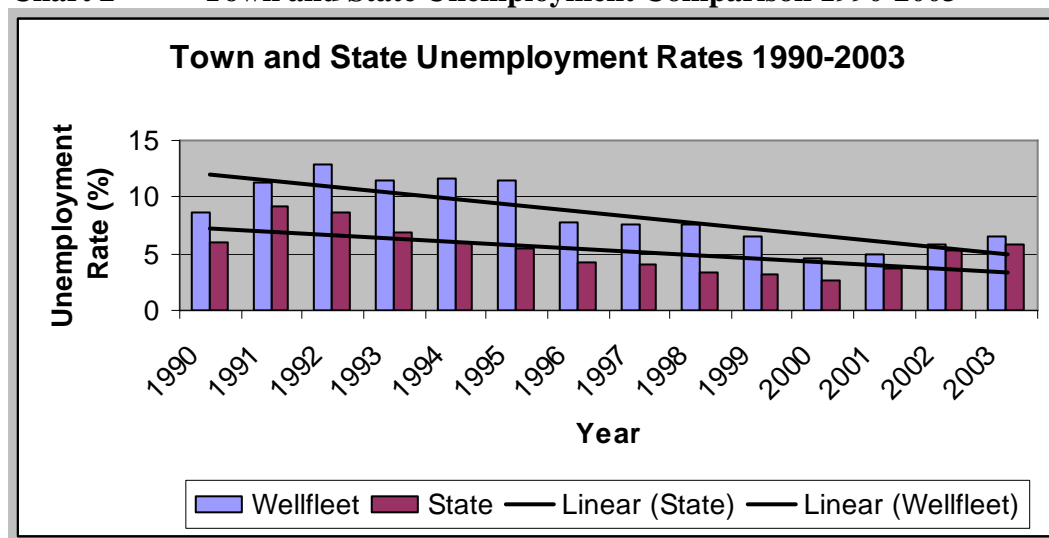
**Table 10 Town and State Laborforce, Employment and Unemployment Figures 1990-2003**

| Year | Town Labor Force | Town Employed | Town Unemployed | Town Unemployment Rate (%) | State Unemployment Rate |
|------|------------------|---------------|-----------------|----------------------------|-------------------------|
| 2004 | 1,660            | 1,561         | 99              | 6.0                        | 5.1                     |
| 2003 | 2,149            | 2,010         | 139             | 6.5                        | 5.8                     |
| 2002 | 2,113            | 1,989         | 124             | 5.9                        | 5.3                     |
| 2001 | 1,596            | 1,516         | 80              | 5.0                        | 3.7                     |
| 2000 | 1,531            | 1,460         | 71              | 4.6                        | 2.6                     |
| 1999 | 2,048            | 1,915         | 133             | 6.5                        | 3.2                     |
| 1998 | 2,026            | 1,872         | 154             | 7.6                        | 3.3                     |
| 1997 | 1,997            | 1,845         | 152             | 7.6                        | 4                       |
| 1996 | 2,000            | 1,844         | 156             | 7.8                        | 4.3                     |
| 1995 | 2,074            | 1,835         | 239             | 11.5                       | 5.4                     |

|      |       |       |     |      |     |
|------|-------|-------|-----|------|-----|
| 1994 | 2,038 | 1,799 | 239 | 11.7 | 6   |
| 1993 | 2,013 | 1,782 | 231 | 11.5 | 6.9 |
| 1992 | 1,946 | 1,695 | 251 | 12.9 | 8.6 |
| 1991 | 1,884 | 1,672 | 212 | 11.3 | 9.1 |
| 1990 | 1,820 | 1,663 | 157 | 8.6  | 6   |

Source: Mass DET Web site ([http://lmi2.detma.org/lmi/lmi\\_town.asp](http://lmi2.detma.org/lmi/lmi_town.asp)) and <http://www.infoplease.com/ipa/A0931330.html>

**Chart 2 Town and State Unemployment Comparison 1990-2003**



Source: Massachusetts Division of Employment and Training website ([http://lmi2.detma.org/lmi/lmi\\_town.asp](http://lmi2.detma.org/lmi/lmi_town.asp))

They indicate that town and state unemployment rates followed the same annual trends during this period except for the years 1998 and 1999.. However, Wellfleet's annual unemployment rate has been consistently higher than the state's. Also in the last few years there has been a steady increase in unemployment rates, likely associated with the general economic downturn. However, the year 2004 showed a slight decrease in Wellfleet's unemployment rate from 6.5 percent in 2003 to 6.0 percent (Mass DET) which has continued into 2005 with the most recent unemployment rate at 4.3% (DET May 2005 figures). The economy continues to improve overall, which bodes well for the near future.

Table 11 *Employment and Wages by Industry in Wellfleet 2001-2003* shows that both employment and wages have increased slightly each year since 2001. Industries with the highest wages are consistently in the following sectors:



- Professional and Technical Services
- Real Estate and Rentals and Leasing
- Finance and Insurance
- Health Care and social assistance

Wages in Construction and Arts, Entertainment and Recreation were also notably and consistently high, possibly owing to the relatively large number of professional artists, musicians and actors in town.

Though not providing the highest wages, the largest employment sector is accommodation and food services followed by retail trade, owing to the town's large number of bed and breakfasts, restaurants and retail shops, all of which cater to tourists, primarily during the summer months.

These figures illustrate the town's thriving and diverse economy employing both professional and blue collar workers and its dependence on tourism. Though the shellfishing industry is not specifically categorized in this table, it is an extremely important and central industry in the town with the most recent figures estimating it at \$2.75 million annually.

**Table 11 Employment and Wages by Industry in Wellfleet 2001-2003**

| Year | Industry  | Establish-ments | Total Wages  | Average Employ-ment | Average Weekly Wage |
|------|---|-----------------|--------------|---------------------|---------------------|
| 2003 | <b>Total, All Industries--All Ownership</b>     | 171             | \$27,441,191 | 918                 | \$575               |
|      | <b>Total, All Industries--Private Ownership</b> | 155             | \$17,960,709 | 662                 | \$522               |
|      | Construction                                    | 22              | \$2,629,389  | 74                  | \$679               |
|      | Retail Trade                                    | 37              | \$3,482,217  | 158                 | \$423               |
|      | Finance and Insurance                           | 4               | \$851,787    | 21                  | \$780               |
|      | Real Estate and Rental and Leasing              | 9               | \$651,898    | 18                  | \$693               |
|      | Professional and Technical Services             | 6               | \$1,166,577  | 23                  | \$965               |
|      | Administrative and Waste Services               | 12              | \$720,903    | 33                  | \$416               |
|      | Arts, Entertainment, and Recreation             | 5               | \$614,980    | 19                  | \$617               |

|             |   |            |                     |            |              |
|-------------|---|------------|---------------------|------------|--------------|
|             | Accommodation and Food Services                 | 33         | \$4,936,249         | 201        | \$473        |
|             | Other Services, Ex. Public Admin                | 15         | \$572,595           | 32         | \$350        |
| <b>2002</b> | <b>Total, All Industries--All Ownership</b>     | <b>157</b> | <b>\$25,705,352</b> | <b>943</b> | <b>\$524</b> |
|             | <b>Total, All Industries--Private Ownership</b> | <b>143</b> | <b>\$17,010,065</b> | <b>675</b> | <b>\$485</b> |
|             | Construction                                    | 20         | \$2,030,937         | 66         | \$590        |
|             | Retail Trade                                    | 36         | \$3,304,226         | 169        | \$376        |
|             | Finance and Insurance                           | 4          | \$752,807           | 21         | \$701        |
|             | Real Estate and Rental and Leasing              | 9          | \$1,020,828         | 20         | \$990        |
|             | Professional and Technical Services             | 6          | \$1,142,988         | 24         | \$929        |
|             | Administrative and Waste Services               | 12         | \$626,469           | 32         | \$377        |
|             | Arts, Entertainment, and Recreation             | 5          | \$647,078           | 17         | \$718        |
|             | Accommodation and Food Services                 | 31         | \$4,866,369         | 216        | \$432        |
|             | Other Services, Ex. Public Admin                | 9          | \$528,546           | 27         | \$375        |
| <b>2001</b> | <b>Total, All Industries--All Ownership</b>     | <b>158</b> | <b>\$25,371,770</b> | <b>952</b> | <b>\$512</b> |
|             | <b>Total, All Industries--Private Ownership</b> | <b>144</b> | <b>\$16,461,575</b> | <b>683</b> | <b>\$463</b> |
|             | Construction                                    | 20         | \$2,226,385         | 76         | \$566        |
|             | Retail Trade                                    | 35         | \$3,175,122         | 172        | \$354        |
|             | Finance and Insurance                           | 4          | \$690,639           | 22         | \$613        |
|             | Real Estate and Rental and Leasing              | 10         | \$834,170           | 21         | \$767        |

|  |    |             |     |       |
|--|----|-------------|-----|-------|
| Professional and<br>Technical Services | 6  | \$1,038,704 | 25  | \$813 |
| Administrative and<br>Waste Services   | 13 | \$667,547   | 32  | \$399 |
| Health Care and Social<br>Assistance   | 3  | \$962,415   | 36  | \$517 |
| Arts, Entertainment,<br>and Recreation | 5  | \$406,259   | 16  | \$504 |
| Accommodation and<br>Food Services     | 33 | \$4,571,836 | 209 | \$421 |
| Other Services, Ex.<br>Public Admin    | 7  | \$489,507   | 27  | \$354 |

Source: Massachusetts DET

## Commuting Trends, 1960–2000<sup>6</sup>

### On-Cape Commuters

Off-Cape residents commuting into Barnstable County numbered 7,845 in 2000. Eighty percent (5,761) of off-Cape commuters working in Barnstable County came from neighboring Plymouth and Bristol counties: 61 per- cent (4,371) from Plymouth County, and 19 percent (1,390) from Bristol. Another 13 percent of off-Cape residents working on Cape hailed from the three-county Boston area: 355 or 5 percent from Norfolk County, 325 or 4.5 percent from Middlesex County, and 237 or 3 percent from Suffolk County. Providence County, Rhode Island, represented both the origin and the destination of 2 percent of Cape trips: 285 or 2 percent of Cape-resident commuters traveled to work there, while 159 or 2 percent of off-Cape residents commuting to work in Barnstable County were from Providence County.

### Off-Cape Commuters

Until 1980, off-Cape residents commuting onto the Cape outnumbered Cape residents commuting off Cape, but by 2000 outbound Cape commuters were nearly double their incoming counterparts. In April 2000, 14,493 of Barnstable County's 99,197 working residents commuted off Cape to work, almost half again the 10,477 who commuted in 1990. Over the past 40 years, Barnstable County population more than tripled from 70,286, while off-Cape commuting increased 1,440 percent.

<sup>6</sup> Most of the information contained in this section is taken verbatim and/or adapted from *Cape Trends*, published by the Cape Cod Commission and found on their Web site at: <http://www.capecodcommission.org/data/CapeTrends-Population080504.pdf>

Nine out of ten Cape commuters went to five adjacent counties. Nearly half (48 percent) of Cape commuters traveled to the three-county Boston area, and another 41 percent traveled to neighboring Plymouth and Bristol counties. With only county data available so far, the single top destination for Cape residents commuting off Cape in 2000 was Plymouth County, attracting 4,152 or 31 percent of Cape commuters. Another 1,264 or 9.5 percent of Cape commuters traveled to Bristol County. Boston-bound commuters included 2,767 or 21 percent of Cape commuters headed to Suffolk County, another 1,888 or 14 percent to Norfolk County, and 1,768 or 13 percent to Middlesex County.

### Off-Cape Commuting and Cape Population Growth Rates

The rate of growth in off-Cape commuting peaked in the 1970s when Cape commuters nearly tripled from 2,095 in 1970 to 6,239 in 1980, after doubling from 941 in 1960. Although the percentage of commuters has continued to increase in the past two decades, growth rates have slowed to double-digit from the triple-digit rates of the prior two decades. The 1980–1990 rate of growth in off-Cape commuting was 67.9 percent, falling by nearly half in the most recent decade to 38.3 percent. Still, that growth rate is double the 19- percent rate of overall Cape population growth from 1990 to 2000. In numbers, the 1980s saw the greatest 10-year gain in off-Cape commuters of the past four decades, up 4,238 from 1980 to 1990, ahead of the 4,144 added from 1970 to 1980 and the gain of 4,016 in the most recent decade. Overall Cape population growth peaked in the 1970s with the addition of 52,269 residents, followed by another 38,680 in the 1980s, and 35,625 in the 1990s. Over the past 40 years, off-Cape commuters as a share of all Cape residents grew fivefold, from 1.3 percent of all residents in 1960 to 6.5 percent in 2000.

### **Who Is Commuting Off Cape?**

Nearly 15,000 Cape Cod residents —approximately 15 percent of the Cape ’s working residents —traveled off Cape to work in 2000, according to Cape Cod Commission staff analysis of new town-level data from U.S. Census 2000. The data were collected on the long-form U.S. Census questionnaire distributed to one in seven households across the nation in April 2000. The Census question from which the data were derived sought the location where residents worked in the prior week and if at multiple sites, the location where residents worked most that week.

Residents from all 15 towns of Barnstable County commuted off Cape to work in April 2000, ranging from Bourne ’s 3,062 to Truro ’s 39. More than one third (34.9 percent) of all Bourne resident workers commuted off Cape to work, the highest proportion of any Cape town, followed by 25.3 percent of Sandwich resident workers, 20.3 percent of Mashpee’s, 15.5 percent of Falmouth ’s and 11.5 percent of Barnstable ’s. Dennis followed with 10.4 percent of resident workers commuting off Cape, while Provincetown had the Cape ’s lowest proportion at 3.7 percent. Wellfleet had the 4<sup>th</sup> lowest number of off-Cape commuters in 2000 at 5.6% of the total work force (Cape Cod Commission Cape Trends).

## **D. Growth and Development Patterns**

### **1. Patterns and Trends**

Wellfleet has changed from the small fishing village that it was in the middle of the seventeenth century to a largely summer resort and retirement community, with art galleries and shell fishing as its main additional forms of business. Probably by far the single most important event to shape the character of Wellfleet was the establishment in 1961 of the Cape Cod National Seashore, about 8,000 acres of which are in the Town of Wellfleet. This represents approximately 61% of the land area of the town. There are 600 improved properties throughout the National Seashore built before September 1, 1959 which can remain in private ownership in perpetuity, some of which are in Wellfleet. Since September 1, 1959, a person can still buy private land and erect a house within the Seashore; however such property is subject to acquisition by the Seashore, which is empowered to purchase such land with the goal of preserving the park land in its natural state. While the overall effect of the Seashore on the town has been very positive, in terms of preserving open space, it has had the effect of concentrating the town into about one third of its otherwise available area. Ecosystems like the kettle ponds and Herring River basin are at least partially under the land management policies and guidelines of the National Park Service; however, significant portions of these systems are outside the Seashore, on private or town owned land within the Seashore boundaries, or otherwise affected by the jurisdiction or physical manipulations of the state or town agencies, e.g. for mosquito control, fisheries and water management, etc.. The resultant jurisdictional mosaic necessitates close cooperation among federal, state and local authorities, and interested individuals, to effectively (and collectively) preserve public resources. A good example of this is the Herring River Estuary, where Town, Seashore and State must join forces if we are to save a now dying estuary and herring run.

Notable trends to be considered include the increasing conversion of seasonal homes to year-round use, and the impact of potential development of privately owned recreational facilities including the drive-in theater and Wellfleet's two campgrounds. Such changes could dramatically alter the open space and recreation makeup of the town. The most important trend, however, remains the quick approach to buildout, discussed further in Section 3-D3, below.

These trends leave us to make difficult but necessary choices about the next steps in the evolution of our town. The ongoing building boom which is affecting the entire region reflects the economy and translates into more numerous and better paying jobs. Yet there is a certain level at which the economic benefits of development are outweighed by the strain placed on natural resources and infrastructure. Should our fast approach towards buildout continue? How can we provide affordable housing within our town? Can we slow it down even if we want to? Should we work harder to protect the little remaining open space for both our economic and non-economic needs? How much open space do we need as a community? These are difficult questions even in a town which enjoys so much open land within the bounds of the National

Seashore. Only so many people can be squeezed into one place before traffic gridlock and ecological damage stifle the economic and environmental lifeblood of the town.

## **2. Infrastructure**

### **a. Transportation system**

Wellfleet is approximately 110 miles southeast of Boston, 135 miles east of Worcester, 110 miles east of Providence, R.I. and 285 miles northeast of New York City. Access to the Cape from Metropolitan Boston and areas north and west, is provided by I-93, I-95, I-495 and Route 3. Access from Providence R.I., New York and south is provided by Interstate Routes I-95, I-195 and State Route 6. Route 6 (Mid-Cape Highway) is the principal highway serving the Cape, and the only access highway to the outer Cape north of the Orleans rotary. This highway narrows to two lanes at the Wellfleet/Eastham town line, and is heavily traveled in the summer months. Daily traffic volume monitored at the Eastham/Wellfleet town line averaged 18,168 in 1996, ranging from 13,450 vehicles per day in January to 24,883 per day in July. According to the Route 6 Outer Cape Traffic Flow & Safety Study<sup>7</sup>, in 1999 existing annual average daily traffic in Eastham was up to 26,000, jumping to 33,000 in 2000. For Wellfleet it was expectedly lower but still relatively high at 19,000 and 27,000 respectively. These number increase considerably during the summer. Consideration must be given to the fact that since visitors and residents rely on private transportation, growth planning must include traffic and parking facilities.

Air service is provided to the Cape at Barnstable and Provincetown airports. Bus service is provided from Hyannis to Provincetown by the Plymouth and Brockton Street Railway Company which also has regular service to and from Boston and Cape Cod. In addition to daily connecting service to and from Hyannis to Wellfleet and beyond, adjusted slightly both ways for the tourist season, the Company has recently added direct service to Boston from nearby Orleans and vice versa.

Regional Transit Authority provides B-bus and dial-a-ride, which services mainly the elderly and handicapped; with the growth of the retirement community, the demand for this has increased significantly as can be seen from data supplied by the Authority which show that ridership (round trip) on a typical off seasonal month (February) was 13,433 in 1990 and 17,395 in 1997 for an increase of 29 percent.

### **b. Water Supply System**

While much of Wellfleet uses private wells for their water there is a public water supply system. In response to an Administrative Consent Order, the Town has expanded the Public Water System by extending the water main from Cole's Neck Road and Pole Dike Road with an 8-inch and 12-inch water main along Pole Dike Road, West Main Street, Bank Street to Commercial Street, and Commercial Street to Kendrick Avenue as far as Baker Field. The extension serves nine connections: five municipal facilities and four commercial properties.

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<sup>7</sup> See Cape Cod Commission website: [http://www.gocapecod.org/rt6outer/Route6\\_Final.pdf](http://www.gocapecod.org/rt6outer/Route6_Final.pdf)

The original wells located on Town property off Grist Mill Road have a permitted capacity of 20,000 GPD and are designed to serve approximately 50 residential connections to lots potentially subject to contamination from the old land fill and septage pit. In 2004, the town has also added a third well, significantly increasing the available GPD and increasing the total connections to 57. This additional well is tied into the old marina area near the pier (personal communication with Kevin Cahoon).

The DEP has approved long term pump tests up to 99,900 GPD at three sites: the Cole's Neck area site, the Scout Camp site and the Wellfleet-by-the-Sea site. Tests have been conducted at the first two sites and approved for the installation of wells at each site with a capacity of 99,900 GPD.

The Town has installed a well with a permitted capacity of 99,999 GPD at the Cole's Neck area site.. This capacity could serve about an additional 250 residential equivalents and could serve "down town" including a number of municipal and commercial facilities in addition to the original 50 or so lots. The addition of a storage tank could permit the use of all of the allowable 99,999 GPD. The USGS has conducted simulations of long term pumping at the three approved test sites. The simulation indicated no damage to the aquifer. The water level of Duck Pond was reduced by about six inches and there was a reduction of run-off to the Herring River. There are no standards for surface water effects and some sort of environmental assessment would be required to determine if there would be any environmental damage to Duck Pond, Vernal Pools and the Herring River.

To help further address water quality and quantity issues in the downtown area, Coastal Zone Management (CZM) Stormwater Remediation Grants are being sought to upgrade stormwater runoff facilities. There is also discussion about planning for a forced stormwater pumping system to reduce runoff impacts to Duck Creek.

The Dyer Pond wellhead protection district currently has no wells within its bounds and none are planned. The town is divided on whether to fund the expansion of the municipal water supply system. The DEP is looking at the proximity of leach areas and septic systems in some places and considering mandating a connection to the municipal water supply system or the construction of a sewer system (personal communication with Kevin Cahoon).

**c. Sewer service.**

The town has no public sewer system, though it is being considered as one potential way to address water quality problems, particularly in the downtown area.

**3. Long term development patterns**

In the past the town developed organically around the main commercial area near the coast and then later along the Route 6 highway. Over time, residential areas expanded outwards from there. Planning for future development trends depends largely upon existing zoning district delineations and bylaws. For zoning purposes, the Town is divided into the following districts:

|                              |     |
|------------------------------|-----|
| Central District -----       | CD  |
| Residential 1 -----          | R1  |
| Residential 2 -----          | R2  |
| National Seashore Park ----- | NSP |
| Commercial -----             | C   |
| Commercial 2 -----           | C2  |

The objectives of these districts are as follows.

Residential 1(R1) - To provide moderate density residential environment in areas generally unserved by public utilities, but containing land characteristics to accommodate such densities without endangering the public's health, safety or welfare.

Residential 2 (R2) - To provide for variety and choice in residential environments and compatible employment opportunities; avoiding the creation of hazards or congestion and wherever possible maintaining the character of rural environs.

Central District (CD)- To provide concurrent development of residential and non-residential uses subject to conditions to assure spatial segregation of incompatible uses.

Commercial (C)- To provide for small and moderate-scale business development for local and transient service, at the same time preserving or enhancing ocean views from highway, preserving or enhancing landscaping, minimizing visibility of parked autos, and avoiding creation of hazards or congestion.

Commercial 2 (C2) – To provide for small and moderate-scale business development for local and transient service, low-intensity light industrial and enhanced service trade use.

National Park (NSP)- To provide for those residential and commercial uses that do not conflict with the regulations governing the activities of the National Seashore Park and are not incompatible with the character of the park, including the preservation of natural and scenic areas, as well as providing of certain recreational and leisure time activities for users of the park.

Map 2, *Zoning Map*, delineates these zoning districts. Areas left white are residentially zoned. The National Park District employs three acre zoning for residential lots within its bounds.

Table 12, *Intensity of Use Schedule*, governs minimum lot area, minimum frontage, minimum setbacks (yard requirements), maximum building coverage, and maximum building height. Also proposed are zoning changes which will allow local service trades to operate within current residential zones without harming the quality of neighborhoods.



**Table 12 Intensity of Use Schedule**  
(Amended 4/30/85 ATM, Art. 61 & 63; 4/29/86 ATM, ART.22)

| <b><u>INTENSITY OF USE SCHEDULE</u></b> |           |           |           |            |          |           |
|---|-----------|-----------|-----------|------------|----------|-----------|
| <b>ZONE</b>                             | <b>CD</b> | <b>R1</b> | <b>R2</b> | <b>NSP</b> | <b>C</b> | <b>C2</b> |
| <b><i>Minimum Lot requirements</i></b>  |           |           |           |            |          |           |
| Area, Square feet                       | 20,000    | 30,000    | 40,000    | 3 Acres    | 40,000   | 30,000    |
| Frontage, feet                          | 125       | 135       | 135*      | 200        | 200      | 135       |
| <b><i>Minimum Yard Requirements</i></b> |           |           |           |            |          |           |
| Front, feet                             | 25        | 30        | 30**      | 50         | 100***   | 50        |
| Side, feet                              | 20        | 25        | 25        | 35         | 35       | 35        |
| Rear, feet                              | 25        | 30        | 30        | 35         | 35       | 35        |
| <b><u>Maximum Building Coverage</u></b> | 15%       | 15%       | 15%       | 5%         | 25%      | 15%       |
| <b><i>Max height of Buildings</i></b>   |           |           |           |            |          |           |
| Stories                                 | 2         | 2         | 2         | 2          | 2        | 2         |
| Feet                                    | 28        | 28        | 28        | 28         | 28       | 28        |

\* Increase to 200 on route 6

\*\* Increase to 300 on route 6

\*\*\* Of which, not less than 25% of the required front yard must be maintained with vegetative cover.

**Source: Town of Wellfleet Website**

Based on the current zoning map commercial development is only allowed along extended portion of Route 6, the downtown Central District, and in scattered pockets to the northwest. Each of these areas is already commercially developed. The majority of the town outside the CCNS Park is residentially zoned and developed. Conservation lands protected by public and private groups are well distributed throughout town, with a particular concentration around coastal and inland wetland areas (see Section 4 for in depth discussion of wetland resources).

### **Growth Control, Open Space and Affordable Housing**

Today the town is experiencing the boom and bust cycle brought on by the development rush of the 1980's followed by the economic downturn experienced for most of the 1990's. The regulation and control of growth is a priority, but this continues to be a period of time when the town is attempting to play "catch-up" in developing infrastructure and services needed to serve the development boom of the 1980s and 1990s. For many of the most important issues facing the town, the state can act as a planning partner by providing technical assistance as well as

incentive and funding programs. One of the most important programs recently instituted is the Community Preservation Act which, through its enactment, recognizes the importance for working now to shape a community's long term development patterns.

## The Community Preservation Act<sup>8</sup>

The Community Preservation Act (CPA) was signed into law by former Governor Paul Cellucci and Lt. Governor Jane Swift on September 14, 2000. The CPA allows communities to create a local Community Preservation Fund in the municipality to be used through a surcharge of up to 3 percent of the real estate tax levy to be spent on real property for open space, historic preservation and low and moderate income housing. The act also creates a significant state matching fund of more than \$25 million annually, which will serve as an incentive to communities to take advantage of the provisions of this legislation. As noted in Table 13 *Community Preservation Act Details* the town passed the CPA in 2004 by popular referendum.

The CPA is an innovative tool for communities to address important community needs. Once adopted locally, the Act requires at least 10 percent of the monies raised to be distributed to each of three categories: historic preservation, open space protection and low and moderate income housing, allowing the community flexibility in distributing the majority of the money for any of the three categories as determined by the community. Each of the three areas highlighted by the fund is an important focus for Wellfleet's open space and recreation planning. To assist in identifying the town's future needs, the state Executive Office of Environmental Affairs (EOEA) sponsored the creation of a set of buildout maps and analyses for all 351 cities and towns within the Commonwealth of Massachusetts.

**Table 13 Community Preservation Act Details**

| Wellfleet Community Preservation Act Details |   |
|--|---|
| Date of passage:                             | 5/2/2005  |
| Vote count of passage:                       | Passed election 7565 yes, 3448 no (69% yes)               |
| Percentage:                                  | 3%  |
| Exemptions:                                  | None  |
| Description of spending:                     |   |
| Contact:                                     | 300 Main St.<br>Wellfleet, MA 02667<br>Phone: 508349-0300 |

Source: EOEA Web site

([http://commpres.env.state.ma.us/community/cmtv\\_main.asp?communityID=20#Absolute](http://commpres.env.state.ma.us/community/cmtv_main.asp?communityID=20#Absolute))

<sup>8</sup> Much of the following information was taken verbatim from the Massachusetts Executive Office of Environmental Affairs (EOEA) Web site at <http://commpres.env.state.ma.us/content/cpa.asp>.

## Buildout Analysis<sup>9</sup>

To help communities consider and address questions regarding future community issues and needs, the state EOEA sponsored the creation of a set of buildout maps and analyses for all 351 cities and towns within the Commonwealth of Massachusetts. The maps and analyses developed by EOEA depict currently developed and protected land within a community and what a community would look like if remaining undeveloped land was completely developed in accordance with current local zoning maps and ordinances (see Map 1, *Zoning*, for more details).

Given the home rule nature of Massachusetts land use governance, EOEA thought it was critical to provide all 351 cities and towns this useful tool to explore growth and development planning. The buildout project allows every community to see its current and potential future development, and determine whether or not it is near buildout, or growth pressures are scarce. Another intent of the project is to inspire communities to work together across borders to address issues such as shared water supplies that pay no attention to political borders.

A buildout analysis consists of a series of 4-5 GIS maps that visually show a community its development patterns and future growth projections based upon existing local zoning. The maps act as storyboards that unfold a picture of land use decisions the community has made to date and what these decisions may mean for the community in the future. These buildout maps project the default scenario for growth by graphically illustrating what the community may look like if all remaining developable lands were developed to their maximum potential based on existing zoning. Thus, the buildout provides a good basis for decisions about future development and potential impacts on the community.

EOEA contracted with Massachusetts' 13 regional planning agencies to utilize a common methodology to develop buildouts for communities within their jurisdiction. A standard protocol was followed which involved meetings with local officials to acquire current information, confirm assumptions and customize this standard methodology to reflect the details of each individual community's unique zoning regulations. In fact, some communities that are closer to buildout chose to conduct redevelopment analyses in areas of underutilized sites where new development might be seen as an improvement to the community.

The summary data below is for the Town of Wellfleet. This data profile includes summary statistics that are a component of a buildout map and analysis series. The analysis starts with available land in each zoning district and makes projections of additional housing units and commercial/industrial space according to each district's minimum lot size and other regulations. The projections only account for as of right development and do not include development by special or comprehensive permit that may increase the amount of development. These buildout

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<sup>9</sup> Most of the information contained in this section is taken verbatim and/or adapted from the EOEA Web site.

projections were combined with U.S. Census 2000 and other data to create a profile of each community at buildout according to its current zoning.

**Table 14 Wellfleet Buildout Analysis Summary**

| <b><u>Wellfleet Buildout Analysis Summary</u></b><br><b>Buildout completion date: 2000</b> |    |                                |
|--|----|--------------------------------|
| <b>Demographic Projections</b>   |    |                                |
| <b>Residents</b>   |    |                                |
| 1990   |    | 2,493.00                       |
| Current  |    | 2,749.00                       |
| Buildout   |    | 3,709.00                       |
| <b>Students (K-12)</b>   |    |                                |
| 1990   |    | 354.00                         |
| Current  |    | 384.00                         |
| Buildout   |    | 497.00                         |
| <b>Residential Units</b>   |    |                                |
| 1990   |    | 1,129.00                       |
| Current  |    | 3,998.00                       |
| Buildout   |    | 4,434.00                       |
| <b>Water Use (gallons/day)</b>   |    |                                |
| Current  |    | 24,041.10                      |
| Buildout   |    | 267,625.10                     |
| <b>Buildout Impacts</b>  |    |                                |
| Additional Residents   |    | 960.00                         |
| Additional Students (K-12)   |    | 113.00                         |
| Additional Residential Units   |    | 1,364.00                       |
| Additional Developable Land Area (sq ft)   |    | 55,991,327.00                  |
| Additional Developable Land Area (acres)   |    | 1,285.00                       |
| Additional Commercial/Industrial Buildable Floor Area (sq ft)                              |    | 2,283,154.00                   |
| Additional Water Demand at Buildout (gallons/day)  |    | 243,584.00                     |
| Residential  |    | 72,347.00                      |
| Commercial and Industrial  |    | 171,237.00                     |
| Additional Solid Waste (tons/yr)   |    | 495.00                         |
| Non-Recyclable   |    | 143.00                         |
| Prepared By:   | 55 | 2005 Town of Wellfleet         |
| Town of Wellfleet Open Space Committee   |    | Open Space and Recreation Plan |
| with assistance from <i>Helios Land Design</i>   |    | July 28, 2005                  |

|  |        |
|--|--------|
| Recyclable                             | 352.00 |
| Additional Roadway at Buildout (miles) | 21.00  |

**Source:**

[http://commpres.env.state.ma.us/community/cmt\\_profile.asp?communityID=318&communityName=Wellfleet&communityCode=wlft&communityType=](http://commpres.env.state.ma.us/community/cmt_profile.asp?communityID=318&communityName=Wellfleet&communityCode=wlft&communityType=)

**Notes:**

1. "Developable Land Area" includes undeveloped upland that has not been subdivided. Both salt and fresh water wetlands were excluded from the residential and comm./ind undeveloped land.
2. "Residential Water Use" is based on 75 gallons per person per day.
3. "Comm./Ind. Water Use" is based on 75 gallons per 1,000 square feet of floor space
4. "Municipal Solid Waste" is based on 1026 lbs. per person per year. All waste estimates are for residential uses only
5. "Non-Recycled Solid Waste" is a subset of the Municipal Solid Waste and is based on information from the EPA report "Characterization of Municipal Solid Waste in the U.S.", 1994 update.
6. The number of "Students" at buildout is based on a student per household ratio taken from external demographic estimates, including student population from town
7. "New Roads" are based on an assumption that 60 percent of the new residential lots will have required frontage on new roads. Town and Commission planners feel this is a "worst case" number and road mileage would be less due to reduced frontage in cluster sub
8. No new residential lots are expected to have more than one dwelling Additional dwellings come from affordable housing on municipal land. developments.

**Source: EOEa Web site**

[http://commpres.env.state.ma.us/print/pcmt\\_profile.asp?communityID=20&communityName=Barnstable&communityCode=barn&communityType=TownWithCityGvt&displayType=&regionID=CPIS&regionName=Cape+Cod+and+Islands](http://commpres.env.state.ma.us/print/pcmt_profile.asp?communityID=20&communityName=Barnstable&communityCode=barn&communityType=TownWithCityGvt&displayType=&regionID=CPIS&regionName=Cape+Cod+and+Islands)

The buildout scenario, by definition, attempts to illustrate what the town will look like when completely developed. Thus, all trends and impacts are upwards and usually dramatic. Based on the numbers provided by the EOEa, demographic projections indicate increases of at least 10 percent in all categories: Population (35 percent), Students (29 percent), Households (11 percent), Water Use (1,000 percent)<sup>10</sup>. Due to these significant increases, it can be expected that impacts upon town services will be high. Increased traffic is likely to overburden some major roads, where gridlock is already a problem. Schools may not be able to accommodate larger numbers of students. Issues with water and wastewater are likely to intensify, particularly since water use is expected to increase an incredible eleven times its current rate. The number and availability of open space and recreation facilities will need to keep pace with the needs of a growing population.

According to the Outer Cape Capacity Study (OCCS) (1997) and the 1995 LCP projections, buildout in Wellfleet is expected to occur sometime between 2042 and 2060 depending on growth rates (1995 LCP, p. 1-18, and LCP Figure 1-2). Findings from that study vary somewhat from the state's buildout projections, however they tell a similar story of intense impact. In short, the OCCS residential buildout analysis estimates that an additional 2,400 homes could be

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<sup>10</sup> Percentage calculation conducted by Helios Land Design based on EOEa figures.

developed under existing zoning regulations; a total of 6,000 dwelling units<sup>11, 12</sup>. This represents an increase of 66% over 1990 total of 3,600 building units. The commercial buildout analysis estimates that up to 602,200 square feet of commercial floor area could be developed in the Central District (4,400 s.f. buildout per lot) and 1,031,200 square feet could be built in the Commercial District (19,100 s.f. buildout per lot). Based on these numbers and other findings, buildout in Wellfleet could nearly triple its current level of commercial development (LCP), although this number is considered to be unrealistically high by the Local Planning Committee and further details need to be ironed out to arrive at a firmer estimate<sup>13</sup>. Suffice it to say, however, that buildout will mean a very different Wellfleet from the one we know today.

## **Affordable Housing and Open Space**

The Commonwealth of Massachusetts encourages the creation of more affordable housing for its citizens through the establishment and enforcement of M.G.L. Ch. 40B, The Massachusetts Comprehensive Permit Law, whose purpose is to increase the supply and improve the regional distribution of low and moderate income housing by allowing a limited suspension of existing local regulations which are inconsistent with construction of such housing (Mass DHCD Web site: <http://www.mass.gov/dhcd/ToolKit/ch40Bgl.htm>).

Prior to applying for a comprehensive permit, a proposal to build affordable housing must receive preliminary approval (normally a Project Eligibility or Site Approval letter) under a state or federal subsidy program. The application, containing the eligibility letter and preliminary development plans, is then filed with the local zoning board of appeals. The board then notifies and seeks recommendations from other local boards.

The zoning board of appeals holds a public hearing to ensure that local concerns are properly addressed. Local concerns include health, safety, environmental, design, open space and other concerns raised by town officials or residents. In making its decision, the board acts on behalf of all other town boards and officials, but only with regard to matters where local restrictions are more stringent than state requirements. The board can issue a single comprehensive permit, which subsumes all local permits and approvals normally issued by local boards. It can also issue a comprehensive permit with conditions or deny the permit. If a comprehensive permit is granted, the applicant, prior to construction, must normally present final, detailed construction plans to the building inspector or similar officials to ensure that the plans are consistent with the comprehensive permit and state requirements.

The general principle governing hearings before the local board and the Housing Appeals Committee is that all local restrictions, as applied to the proposed affordable housing, are "consistent with local needs." General Laws c. 40B, § 20 defines consistency with local needs as being reasonable in view of the need for low and moderate income housing balanced against

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<sup>11</sup> Table 14 from the state's figures shows only a total buildout of 4,434 units - and additional 1,364 units over current

<sup>12</sup> Of the total potential increase, it is estimated that 1,662 dwelling units can be developed on 1,783 acres of vacant land (0.93 units per gross acre); the remaining 695 units represent parcels that are currently developed but have enough area to be subdivided for additional homes (see p.1-14 of LCP)

<sup>13</sup> It may be found that revised OCCS figures are more in keeping with the State's figures.

health, safety, environmental, design, open space and other local concerns. If less than 10 percent of municipality's total housing units are subsidized low and moderate income housing units, there is a presumption that there is a substantial housing need which outweighs local concerns. See 760 CMR 31.07(1)(e); Board of Appeals of Hanover v. H.A.C., 363 Mass. 339, 367, 294 N.E.2d 393, 413 (1973).

In addition to M.G.L. Ch. 40B, the Community Preservation Act also encourages spending on affordable housing, requiring that at least 10 percent of generated revenues be spent on affordable housing.

In Wellfleet there is an active push to create more affordable housing spearheaded by the Wellfleet Housing Authority in order to be consistent with the state's requirements. Table 15, *DHCD Wellfleet Affordable Housing Inventory*, indicates only a 2.7 percent affordable housing inventory, well below the state-mandated 10 percent.

**Table 15 DHCD Wellfleet Affordable Housing Inventory**

| <b>DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT (DHCD)<br/>CHAPTER 40B SUBSIDIZED HOUSING INVENTORY</b> |   |  |                            |                              |
|--|---|--|----------------------------|------------------------------|
| <b>Community</b>   | <b>2000 Census<br/>Year Round<br/>Housing<br/>Units</b> | <b>Total<br/>Development<br/>Units</b> | <b>Total SHI<br/>Units</b> | <b>Percent SHI<br/>Units</b> |
| Wellfleet  | 1,430   | 39                                     | 39                         | 2.7                          |

Source: Mass. DHCD Web site (<http://www.mass.gov/dhcd/ToolKit/shi.pdf>)

However, the creation of more affordable housing can often present a challenge to open space and recreation planning efforts when developments are proposed on land that may also be valuable for open space and recreational purposes. Even though the state's description of the CPA states "there is a presumption that there is a substantial housing need which outweighs local concerns", not all would agree with this, particularly when important natural resource values can be overlooked. However, according to the Wellfleet Housing Authority (WHA) co-chair Elaine McIlroy, when the WHA pursues land for potential affordable housing development, it consults with other town boards that have an interest in that property and together they arrive at a mutually agreeable solution. Wherever possible, affordable housing projects will incorporate open space and recreation interests into their developments. This has occurred on the project slated to be built on Paine Hollow Road, where the WHA has agreed to set aside approximately half of the four acre site for open space (personal communication with Elaine McIlroy, Co-Chair of the WHA, 7-19-05).

Currently, the town has identified two parcels of land that could support construction of affordable housing. The town will continue to search for other such parcels while working to

prepare these sites for construction. Below is a brief description of the two highest priority parcels slated for affordable housing development<sup>14</sup>.

1. Paine Hollow Road

The Paine Hollow Road property is approximately 4 acres with half the land being set aside for open space. A total of 11 rental bedrooms are intended and a Request for Proposals from qualified firms is open until approximately September 2005.

2. Gull Pond Road

The Gull Pond Road property is approximately 2.9 acres slated for two clustered buildings with a total of 9 bedrooms for ownership. The current Request for Proposals for qualified developers has been extended indefinitely.

The town's Open Space/Land Bank Committee has reviewed and approved use of these properties for affordable housing purposes and the land has been designated for use as such at Town Meeting. Also, the WHA is examining the potential for affordable housing in and around the land near the nine-acre Senior Center/Council on Aging property, which directly abuts a vacant commercially zoned 12-acre parcel and a town-owned seven-acre CCNS in-holding. In addition to these immediate housing projects, the WHA has the following long term goals (Ibid.):

1. Development of additional senior/elder housing; and,
2. Establishment of a dialogue with the Cape Cod National Seashore (CCNS) regarding the potential use of town-owned properties lying within the boundaries of the Park;

In order for the town to achieve the state-mandated goal of 10 percent subsidized housing inventory and also to achieve its open space and recreation planning goals, it will need to continue to cooperatively identify and purchase lands for each of these uses. To accomplish this, the Wellfleet Housing Authority should continue to meet with the Conservation and Recreation Departments, the CCNS, the Planning Department and the Open Space/Land Bank Committee to discuss and identify needs and ways to integrate their specific interests.

## **Commercial, Industrial and Large Scale Residential Development Projects**

The following notable development projects are currently underway in Wellfleet:

- New boat ramp construction – the boat ramp is being completely rebuilt under a funding grant from the State; ramp building completion is expected in September of this year.
- Herring River Estuary Project (see discussion in Section 4F)

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<sup>14</sup> Descriptions of these parcels provided by Elaine McIlroy, personal communication 7-19-05.