

CAPE COD NATIONAL
SEASHORE PARK

1960

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RICHARD PRESTON

National Park Service - Region Five
United States Department of the Interior

AN ECONOMIC STUDY relating to the Proposed

CAPE COD
NATIONAL
SEASHORE PARK
1960

Economic Development Associates, Inc.,

359 Boylston Street, Boston, 16,
Massachusetts.

ECONOMIC REPORT

PROPOSED

CAPE COD

NATIONAL SEASHORE PARK

NATIONAL PARK SERVICE - REGION FIVE

UNITED STATES DEPARTMENT OF THE INTERIOR

Economic Development Associates, Inc.
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Boston, Massachusetts

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1. INTRODUCTION

1(a) Objectives and Authorization of the Study

This study explores the economic impact of the proposed National Seashore Park on the towns of Provincetown, Truro, Wellfleet, Eastham, Orleans, and Chatham - referred to collectively as the lower Cape. It is further designed to appraise the effects of the several provisions of Senate Bill 2636, 86th Congress, 1st Session, which is a bill to provide for the establishment of a Cape Cod National Seashore Park.

Specifically the objectives are as follows:

1. Forecast of the economic development of the lower Cape if no National Seashore Park is established.
2. Forecast of the economic development of the lower Cape if a National Seashore Park is established under the following conditions:
 - a. if residential and commercial development is restricted to areas outside of the proposed park boundaries.
 - b. if, within the park boundaries, an area equal to 10% of total private property is reserved for future residential development.
3. Determination of the necessity of reserving 10% of the private property within the park boundaries for future residential development.
4. Determine whether it is necessary to provide compensation for tax losses for property taken in fee simple by the Federal government as provided in S.2636.
5. Determine the economic impact of the proposed National Seashore Park on specific industries and service trades.

This study is the subject of a contract between Economic Development Associates and the National Park Service, U.S. Dept of the Interior, dated December 11, 1959.

1 (b) Analysis of substantive sections of S.2636, 86th Congress, 1st Session

(A Bill to Provide for the Establishment of a Cape Cod National Seashore Park).

Section 1 Describes the area and the boundaries proposed.

Section 2a Authorizes the Secretary of the Interior to acquire land and improvements within the park boundaries except property owned by the Commonwealth or its sub-divisions in which case the property can be acquired only with the concurrence of the owner. This is an important provision because of the extensive holdings of beach areas by the towns and the Commonwealth.

2b Allows expenditure of certain funds for purposes of property acquisition.

2c Restricts the Secretary from paying more than "fair market value".

Section 3a Secretary shall establish a Cape Cod National Seashore Park as soon as 6000 acres of the area has been acquired in an efficiently administrable form.

Section 4a Allows any owner of improved property to use it for non-commercial residential purposes for a period of twenty-five years or for a term ending at the death of the owner, whichever he shall elect. If the fixed term is elected the property may be leased or conveyed in whole for non-commercial residential uses. Compensation is at fair market value less the value of the right retained by the owner.

4b Secretary's right to seize improved property through condemnation suspended for one year after the enactment of this Bill and shall be suspended thereafter on any property subject to zoning by-laws approved by the Secretary.

4c Secretary may permit continued commercial industrial uses and his

right of condemnation is suspended for the duration of such permission.

- 4d Describes "improved property" and sets down the minimum of three acres of land to be considered as adjoining property for purposes of this act.
- Section 5a Allows development of a limited amount of residential property on land within the park subject to approved zoning by-laws.
- 5b At the request of the town as expressed by vote in the town meeting and with the approval of the Advisory Commission (see Sec. 10) the Secretary shall designate an amount of unimproved property for residential development. Such land shall not exceed 10% of the area of privately owned property within the park.
- Section 6 Describes zoning requirements to make property free from Secretary's powers of condemnation.
- Section 8a Provides for payments in lieu of taxes for the balance of the year in which the taking is done and for two succeeding calendar years in the amount assessed during the year of taking.
- 8b Section 8(a) applies only to real estate and improvements taken in fee simple.
- Section 9b Directs Secretary to develop recreation units but to permanently reserve the park as a primitive wilderness and not interfere with the enjoyment of their property by owners of improved property.
- 9d Hunting and fishing to be regulated by the Secretary except that the taking of shellfish shall be subject to the regulations of the town.
- Section 10 Sets up a Cape Cod National Seashore Advisory Commission with six members appointed by the Secretary from nominations made by

each of the six boards of selectmen, two members from recommendations of the Governor and one member appointed directly by the Secretary. Secretary designates chairman, members to serve at the pleasure of the group recommending them, all members to be unpaid.

Section 11 Authorized the appropriation of \$15,000,000.

1 (c) Description of Objectives in Establishing the Park

The proposal for a National Seashore Park is the result of the Seashore and Recreation Area Survey of the Atlantic and Gulf Coasts. This survey was undertaken by the National Park Service, U.S. Dept. of the Interior and completed in 1955. As a result of this study further studies were made and concluded in 1958. The more recent study dealt with the geological, biological, archeological, scenic, and recreational aspects of the area. At that time the economic characteristics of the area were considered. This report covers the economic aspects.

The area under consideration embraces approximately 29,000 acres of land in Barnstable County in the towns of Provincetown, Truro, Wellfleet, Eastham, Orleans, and Chatham.

The basic concept governing the type of use and management of the proposed Cape Cod National Seashore Park is stated in the Act of 1916 which established the National Park Service of the Department of the Interior. This Act, the philosophy behind it and its application to Cape Cod is well expressed in the following memorandum from the National Park Service.

"The service thus established shall promote and regulate the use of Federal areas known as national parks, monuments and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." (underscoring supplied)

"This concept has been translated into a body of basic policies, procedures and standards that are well established and that govern the work of the Service

throughout the nation. As applied to Cape Cod, these policies and standards call for the following approach to preservation and use.

1. Halt impairment of the natural and historic features.
2. Protect and preserve the natural features and retain the life and atmosphere of the seafaring era and historic Cape Cod.
3. Rehabilitate or restore features already impaired.
4. Keep to a minimum the disruption of the life of each town during and after the transitional period from existing land-uses to park-uses.
5. Cooperate closely with the adjacent towns in the planning of approaches and adjacent land area to assure that town and park relationship will be harmonious.
6. Provide for the use and enjoyment of the area through properly located facilities, interpretive and other visitor services, as described more fully below.

The protection of the proposed park area as a National Seashore Park would provide a continuing source of inspiration and enjoyment to the nation's people. The fascination of the sea and its seaside environment are intangible values. Be it called sightseeing, mental refreshment, aesthetic appreciation, or enhancing our educational concept of nature's revelations - this source of enjoyment will constitute the major activity.

Aside from these inspirational and educational values, but not isolated from them, are the recreational potentials. Swimming in the rich surf of the Atlantic or in the more subdued bayside waters, walking the endless beaches, hiking among the dunes, through the forests, and among the lakes, are pleasures that can be widely enjoyed. Opportunities are also excellent for bicycling trails, camping facilities, photography, sport fishing, sketching, bird-watching, research study of natural history, and hunting of migratory water fowl in designated areas in accordance with state regulations.

The planning and provision of visitor-use facilities for the proposed Cape Cod National Seashore Park as provided by S2636 would, from necessity, be a carefully considered and long-range program in view of existing uses and the continuation of many of these uses for a long time to come.

Several factors will guide the type, amount and location of uses permitted and these are provided for as discussed below.

The problems presented by the annual influx of visitors to Cape Cod are unavoidable, and with visitation increasing, as it surely is, these problems will multiply. The formulation of a comprehensive plan for dealing with this increasing use is essential. A National Seashore Park on the Cape would predicate such a plan - a plan designed to facilitate the orderly use and enjoyment of natural lands and historic features and provide a legal instrument for their protection, yet consider the rights of present property owners, towns and other developments. This protection would prevent abusive and indiscriminate human uses, as well as protect the area from natural destructive agencies. The ultimate objective of such a plan would be preservation with compatible use and enjoyment of the natural and historic features that are Cape Cod.

It is the policy and practice of the National Park Service to preserve outstanding scenic, scientific and historic features of high intrinsic value. Nevertheless, it is also committed to provide for the enjoyment of such features within the limits of good taste and decorum. For instance, a small kettle hole lake of great geologic interest would not be the site of a major use development. However, a modest trail for controlled access and an unobtrusive plaque for interpretation might be desirable. Features of a more fragile nature must be protected from undue wear; for example, ground cover composed of species of heather and caribou moss which forms a delightful patterned carpet on open slopes and beneath scattered pine trees. Most of these heaths

and lichens are too fragile to withstand the least amount of traffic. The beach grass, so important in holding the sand near the sea and among the dunes, may be able to withstand some abuse, but once it is worn down and uprooted, the sand is free to shift and move at will. On the cliffs, every movement of human feet up or down their slopes wears them back a little farther and wear on the slopes of the fresh water kettle hole lakes is even more devastating.

Each of these situations must receive individual attention in the plan for preservation and protection. In most cases, limitation of the type of use will be most important, but, in addition, channeling of use is also necessary. For instance, a delicate area of heath and lichen would be destroyed if camping, picnicking or similar uses were permitted. Channeling of foot travel would be necessary in the form of trails from which the public could enjoy the biotic display without physical harm to the area. In the case of dunes, indiscriminate use of beach buggies would soon destroy the vegetation growing on them, causing blow-outs and sand movement. The beach proper, however, is not likely to be damaged physically by normal recreation use. However, it will be important, except in areas of intensive public use areas, to make sure that nesting areas of water fowl are undisturbed and the peace and solitude preserved. It seems logical that beach buggies could be permitted in designated areas away from other recreation use and nesting areas, but limited to the beach and specified access points. Where it is not feasible to locate beach access points near sea level, the public should be channeled by topography, vegetation or artificial means to a ramp or series of steps leading to the beach below.

In certain areas, the preservation of historic structures and the evidence of earlier ways of living as associated with the colonial and seafaring eras of Cape Cod will be a prime objective. Preliminary studies made in 1959 by the National Park Service, Historic American Building Survey, located 65 houses

that might be considered in this category. More detailed studies will continue this year with measured drawings made of the most significant houses and more specific recording of data on others. Often these houses are grouped in such a way that their localities might be designated as historic districts, and plans will be directed toward perpetuating the historic and landscape values involved. We consider historic preservation an important element in the total park program.

It is the policy of the Service to provide campgrounds when they are essential for the proper use and enjoyment of the parks and when there exists adequate ground space to accommodate them without serious encroachment upon, or damage or threat to the preservation of important natural, scenic, aesthetic, geological, biological and historical values. The Service does not have authority, nor an obligation to provide for camping as a purely diversionary activity. Camping is permitted only in designated areas and usually with a time limitation of 15 days' camping by any one person or group within a campground, within any one year. In the case of Cape Cod National Seashore Park such facilities will be equally separated from existing private residential uses. The Service is not obligated to provide camping and picnic facilities for an unlimited demand, but only as it is consistent with space and good conservation practice. It is expected that camping facilities will be limited during the formative years of the park, and that space controls will be initiated to limit the number of campers to number of planned camp sites.

Concession developments that would compete with private industry will not be introduced within the park. Private industry outside the park will be relied on to furnish accommodations, lodging and related services.

The rich natural and historical heritage of Cape Cod will be of intense interest to future visitors. It is basic policy of the Service to provide interpretation of the basic values of each park to visitors. To make certain

that visitors to Cape Cod recognize, understand and appreciate the area to the fullest, an active educational program will be developed. This will include one or more Visitor Centers with museum displays and exhibits, informative publications, campfire program facilities, conducted nature walks and history walks, and self-guiding trails and tours including wayside exhibits. The object of these measures is to satisfy and increase visitor understanding and value of Cape Cod as a part of our American heritage.

The physiographic distribution of points of interest throughout the long ribbon-like area, offers an excellent opportunity to separate the types of use activities in such a way as to disperse visitor load. Ultimate circulation within the park should be a simplified, orderly park-use traffic way almost independent of the existing control traffic artery, Route 6. Safe, orderly traffic flow could be increased materially if Route 6 were redesigned as a limited access highway with only one park access point provided from it within each town. This would require the joint planning of towns, state and Federal Government.

Disregarding at the moment, private residential and defense uses now existing, the park could then be administered as three units or districts, as follows - the area north from Nauset Marsh to Provincetown Beach, the Nauset Beach unit of Orleans and Chatham, and the Monomoy-Morris Island unit. Within the northern unit, existing private and Federal uses would preclude complete overall park administration for many years to come. Blocks of sufficient size to accommodate a specific park-use would need to be acquired in the unit, before the land-use within the block could become a part of the active park. This would be necessary not only from a park planning point of view, but also to protect the private residential uses within the authorized area. The size necessary to open a new block as part of the active

park will depend upon the features present, the type of use consistent with those features, its relationship to existing circulation and previously opened blocks. The first such block within the northern unit could very likely consist of Provincelands, Pilgrim Spring State Park and the proposed Pilgrim State Park addition. This block and the two southern units could quite conceivably become a working reality in the initial establishment of the park."

2. POPULATION

2(a) The Recent History of Population Growth in the Lower Cape

Year	<u>Gross Year-Round Population</u>						
	<u>Well.</u>	<u>Prov.</u>	<u>Truro</u>	<u>Orleans</u>	<u>Eastham</u>	<u>Chatham</u>	<u>Area</u>
1910	1022	4369	655	1077	518	1504	9205
1920	826	4246	554	1012	430	1737	8805
1930	823	3808	513	1181	543	1931	8799
1940	890	3668	585	1451	582	2136	9312
1945	851	3564	582	1543	604	2192	9336
1950	1123	3795	661	1759	860	2457	10655
1955	1331	3415	851	2201	1107	3116	12021
1950	1408	3389	1002	2342	1200	3273	

Source - Secretary of the Commonwealth

After a period of decline which started in the 19th century and continued until 1930, the study area in the census of 1940, showed a growth in year-round residents. This growth was at a slow rate during the depression and World War II. In the late 1940's it began to accelerate and in the most recent five-year period covered by the census grew 12.8% or well over 2% per year. This rate of growth was approximately equal to that of Barnstable County as a whole but was far greater than that of Massachusetts and New England. With the exception of Provincetown, which suffered a decline in population, the rate of growth of the remaining five towns was much greater than the rate in Barnstable County.

Individually, Eastham experienced the highest percentage increase in growth during the most recent five year intercensal period, increasing by over 28%. In numerical terms Chatham and Orleans, however, had far more significant increases. The new population increment in the period 1950 to 1955 was 659 in Chatham, 442 in Orleans, 247 in Eastham, 208 in Wellfleet, 190 in Truro and a net decrease of 380 in Provincetown.

2(b) The Size Location and Characteristics of the Population

As an indication of recent growth, building statistics are unreliable principally because of the difficulty in distinguishing seasonal structures from structures designed for year-round occupancy. Also, construction without permits has occurred in some parts of the area. The number of electric meters is a somewhat better indication of recent growth, since figures isolating year-round use from seasonal use are available. One test of the general validity of meters in estimating population growth is the comparison which can be made between population and meter growth in past years. During the period from 1950 to 1955 the population of the area grew by 12.8%. In the same period the number of year-round meters in use increased by 13.6%. The excess is very likely due to out of season use of cottages by persons with permanent residences in other areas.

In the period from 1955 to 1959 the number of year-round meters in use increased by 19.6%. This indicates that the rate of growth in those areas has been accelerating recently.

ELECTRIC METERS IN USE YEAR-ROUND

	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>Change 1955 to 1959</u>
Chatham	906	998	1109	1146	1157	✓27.7%
Orleans	723	809	859	889	898	✓24.2%
Eastham	318	351	385	402	458	✓44.0%
Wellfleet	455	472	498	546	546	✓20.0%
Truro	241	268	297	318	318	✓32.0%
Provincetown	1150	1107	1081	1185	1159	✓ 0.8%
Area	3793	4035	4229	4486	4536	✓19.6%

In this period two of the three communities most affected by the proposed National Seashore Park - Eastham and Truro - had the highest ratio of growth. The most unusual characteristic of the area's population is its age.

AGE CHARACTERISTICS OF THE POPULATION - 1955

	<u>% of Pop. Under 20</u>	<u>% of Pop 65 or Over</u>	1955 → 1960
Chatham	30.7	14.6	15.3
Orleans	29.3	15.6	18.2
Eastham	32.5	13.6	17.5
Wellfleet	29.6	17.4	17.3
Truro	31.5	14.1	17.8
Provincetown	30.0	12.3	15.7
Barnstable County	30.8	12.1	12.7
Massachusetts	30.2	10.0	11.1

Every one of the six towns has a higher proportion of older persons in its population than the county as a whole has. This is particularly noticeable since the county is itself heavily biased toward older people in the composition of its population. This peculiarity is the result of two forces. In the first place, the lack of economic opportunity due to the sparsity of manufacturing, professional activity, and other pursuits normal in the usual regional economy drives out persons in the prime of their working lives and distorts the normal age distribution of the population. The second reason is that the Cape has long been popular as a retirement area. Its relatively mild climate and picturesqueness has drawn from the ever growing group of retired persons in Northeastern United States a large number of persons living on savings, annuities or pensions.

Further evidence of the impact of this group is the relationship of births to deaths in the population. In Eastham, for example, in 1957 and

1958 the death rate actually exceeded the birth rate and in each of these years there was no natural increase in population but an actual decline of five persons. Thus, population growth is due primarily to in-migration rather than to internal growth.

2(c) The Expected Future Growth of Population

Since in-migration so far outweighs natural growth in these communities, forecasts of population are particularly difficult to make. The forces which will control growth are external to events on the lower Cape. The rate of growth will depend upon the economic conditions in Eastern U.S., the rate of growth of the retired sector of the population, and other forces the impact of which is difficult to assess. In most other areas, the growth of population is tied to the economic opportunity in the region. On the lower Cape the reverse is true; economic opportunity is largely the result of the in-migration of older residents and expansion of the number of summer visitors. Thus the economy revolves around the stores, professional activities, and other services required by the population in its daily living and the construction of accommodations to house the in-migrants. In this service economy the only logical approach to population forecasting is an extension of trends of the past limited by the availability of land.

RATE OF POPULATION CHANGE

	<u>1945 to 1955</u>	<u>1950 to 1955</u>	<u>1955 to 1960</u> %
Provincetown	- 4.2%	-10.0%	- .7
Truro	+46.2%	+28.7%	+ 16.
Wellfleet	+56.4%	+18.5%	+ 5.4
Eastham	+83.3%	+28.7%	+ 8.4
Orleans	+42.6%	+25.1%	+ 6.8
Chatham	+42.2%	+26.8%	+ 5.1

In making population projections either of two assumptions can be used.

The first assumption (A) is that population will continue to grow at

the rate it has grown in the period from 1945 to 1955. The second assumption (B) is that population will grow at the rate experienced in the most recent intercensal period, 1950 to 1955.

	<u>1955 Population</u>	<i>1960</i>	<u>Assumption A</u>		<u>Assumption B</u>	
			<u>1965</u>	<u>1975</u>	<u>1965</u>	<u>1975</u>
Provincetown	3415	<i>3389</i>	3272	3135	2767	2241
Truro	851	<i>1002</i>	1244	1819	1409	2333
Wellfleet	1331	<i>1404</i>	2082	3256	(1869	2625)
Eastham	1107	<i>1200</i>	2029	3719	1834	3037
Orleans	2201	<i>2342</i>	3139	4476	3444	5389
Chatham	<u>3116</u>	<i>3273</i>	<u>4431</u>	<u>6301</u>	<u>5010</u>	<u>8056</u>
Area	12021	<i>12610</i>	16197	22706	16332	23680

Under either of these assumptions the overall growth for the six town area in the period until 1975 is approximately the same. For individual towns the outcome under the assumption varies. Provincetown declines in population at a much faster pace under assumption B than A. Wellfleet and Eastham grow more rapidly if the experience from 1945 to 1955 is used as the basis for projection reflecting the fact that for these towns growth during the period 1945 to 1955 exceeded in rate growth during the 1950 to 1955 portion of the period.

In any case, approximately 10,600 to 11,600 additional persons are forecast to live in the area as permanent year-round residents. There is adequate land available under existing zoning requirements to absorb this number and a great many more.

SEASONAL ELECTRIC METERS IN USE

	<u>1949</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>1959</u>	Change <u>1949 - 1959</u>
Chatham	661	1016	1121	1083	1070	1153	1218	↗ 84%
Orleans	334	544	555	425	539	569	585	↗ 75%
Eastham	349	626	655	679	710	785	878	↗ 152%
Wellfleet	370	556	588	540	583	622	666	↗ 80%
Truro	354	430	448	406	400	434	449	↗ 27%
Provincetown	442	540	558	439	504	426	430	- 3%
Total	2510	3712	3925	3572	3806	3989	4226	↗ 59%

While there is no accurate count of the number of persons using the Cape during the summer months there is abundant evidence that the group is sizeable and growing. Year to year increases in traffic showed a 5.5% annual gain for 1955 to 1956, 18.5% increase from 1956 to 1957, and an 8.7% increase from 1957 to 1958. This increase in traffic reflects an increase in the amount of both seasonal and year-round use. In the study area the number of electric meters in seasonal use has grown by 59% in 10 years. In Eastham the growth has been 152%. Yet the area on the Cape in which the National Seashore Park will take the most usable land is just beginning to feel the pressure of growth.

If these trends continue, by 1975 the study area will have a summer population of about 48,000 (in contrast to an estimated present seasonal population of 23,000) and a year-round population of approximately 23,000 for a total population of 71,000 during the summer months.

3. THE ECONOMY OF THE AREA

3(a) Recent History of Economic Development

The area has had a long and fascinating history. Its development has been shaped by its physical peculiarities and the competitive value of its resources. It has never been a subsistence farming area. It has always had a surplus of some kind to export. In its earliest period it was grain; fish and shellfish came later; followed by the products of the whale. Specialized agriculture, such as cranberry raising, came in a period of experimentation and was quickly followed and replaced by the vacation industry.

In its earliest period as an agricultural and fishing area its proximity to the settlements of eastern Massachusetts provided ready markets for its surplus.

Later the configuration of its coast line was used to good advantage and port facilities grew up at many points. Deeper drafts and other influences beyond the control of the residents made the tiny ports functionally obsolete. Decline followed. Revival came as increasing urbanization and density of settlement in Northeastern United States placed a premium on nearby seashore and rural areas.

In this small area the characteristic economy during the period of development has varied widely. Individual centers of development have been disbursed. The mixture of activities has always been interesting and at times exotic. The area has been isolated enough to develop its own peculiarities, small enough so that its people feel a common identity, and its characteristics bold enough to make an immediate and striking impression on all who visit.

The recreation industry on the Cape is based not only on the excellent climatic conditions of the region and its fine physical

features but also on these historical associations. Great whalers did one day set out on long journeys from Cape ports, giant ships did meet an awful fate on Nauset beach, indians did at one time roam freely on the Cape, catch fish in its ponds, and cache corn in its soil. This is the charm of the Cape.

The balance of attractive beaches and historical associations has been recognized for their worth by an ever increasing group of admirers. Increases in income, improvements in the interstate highway system, and longer vacation periods have all contributed to this broadening audience. At first, development was concentrated in the south where warm water and ocean beaches were easily accessible. But as the popularity of the region has grown development has pushed to the Bay side of the upper Cape and, in recent years, increasingly into the lower Cape.

In recent years the Cape has been exploiting its native treasures of fine beaches and historic structures to an ever increasing degree. In some communities the citizens have recognized the ease with which such assets can be destroyed and have taken measures to preserve beaches and structures. In other communities development has run rampant with results that can, in the long run, lead only to a diminished economic base.

While the population of the area obtains its principal support from the seasonal recreation industry this economic base has allowed the accumulation of population on a year-round basis. The income of most of this group is related to the employment and profits generated by both seasonal and year-round growth. That is, it is in the trade, service, or construction industries. At the same time the area has become increasingly important as a haven for retired persons. This group, also, makes a contribution to the economy. The economic significance of the high proportion of older persons in the area is that it reduces the need for jobs in the local economy and establishes a low relationship of labor force to population. On the other hand the presence of these older people, many

of them relatively well-off, raises the level of purchasing power and thus the demand for commodities and services. In regard to the fiscal affairs of the community this group demands few municipal services - schools and welfare particularly - while contributing their full share to the revenues of the community.

3(b) The Size and Characteristics of the Labor Force

The resident labor force in the study area was 4206 in 1955. Of this group 308 or 7.3% were unemployed in January 1955.

LABOR FORCE AND EMPLOYMENT

	<u>Labor Force</u>	<u>Employment</u>	<u>Unemployment</u>
Chatham	1088	1046	42
Orleans	748	703	45
Eastham	375	346	29
Wellfleet	415	406	9
Truro	291	266	25
Provincetown	1289	1131	158
Area	4206	3898	308

The proportion of population in the labor force varied from a low of 31.2% in Wellfleet to 37.7% in Provincetown. The proportion of population in the labor force in the Commonwealth of Massachusetts as a whole was 41.4% in 1955. The low level of participation reflects the unusual age characteristics of the population. The large number of retired people serve to increase the population but do not increase the demands on the economy for jobs. In Massachusetts as a whole 5.1% of the population are retired. With 7.8% of its population in retirement the lower Cape is much more heavily populated with retired persons. Individually, the most extreme incidence of older people occurs in Wellfleet where 12.6% of the population is retired. Unemployment in Wellfleet is far below the normal for Barnstable county or the state. In this community little demand on the economy for jobs is made. On the other hand in Truro where relatively

*Net available
↓ for 65
years
and over*

<u>Retired Persons</u>	<u>Number</u>	<u>% of Population</u>
Chatham	217	7.0
Orleans	163	7.4
Eastham	76	6.9
Wellfleet	168	12.6
Truro	152	6.1
Provincetown	267	7.8

Source: Secretary of the Commonwealth

few retired people lived and which had the highest proportion of population under 20 years of age the labor force represented 34.2% of the population and unemployment was high at 9.4%. Provincetown which had fewer people in the 65 year or older age group than any town on the lower Cape and which had the most normal distribution of all lower Cape towns suffered most severely from unemployment with 14% of the labor force out of work in January, 1955. ✓

3(c) Industry of the Employed Population

Data on the employed population was compiled from town records and through consultation with town officials. Some estimation was involved.

As would be expected in a recreation economy there is a high incidence of proprietors in the population. For example, in the real estate and insurance group offices with more than one worker were the exception rather than the rule and the majority of this group were engaged in the rental of summer accommodations. Many proprietors in this group and other occupational groups related to the summer recreation trade considered their summer employment as their normal productive work year, winter months being spent in repairing capital assets or in traveling, operating enterprises in other areas, or vacationing. Thus, though largely unoccupied during the winter months, these people do not consider themselves unemployed.

Retail trade represented the largest employer but was closely followed by the construction industry. Government employees represented an unusually high proportion of total employment. The concentration in government is due partly to the existence of military establishments. The establishment of a National Park will add to this concentration. These three groups constitute 60% of the year-round employment. In relation to the size of the population they are all unusual for a Massachusetts region. The reason for this is that with the exception of the military they depend on the summer population and to a lesser extent on resident retired persons. The service industry, although not as large as the foregoing, shares these characteristics.

EMPLOYMENT BY INDUSTRY GROUP

		<u>% of Total</u>
Agriculture		1.06
Fishing		5.14
Construction		20.04
Manufacturing		1.93
Utilities		3.33
Real Estate and Insurance		6.66
Trade		22.04
Services		12.19
Professional	4.05	
Automotive	2.31	
Other	5.83	
Government		18.33
Military	5.98	
Education	5.53	
Other	6.82	
Unclassified		<u>9.28</u>
		100.0

*info available
from '55 state
census but
not '65 state
census*

3(d) Analysis of the Industrial Base

The fluctuation in employment is extreme. In the six town area taken as a whole the number of employees covered by unemployment insurance expanded in 1958 from 1,464 in February to 3,762 in July, an expansion of 153.5%. The annual peak of employment is of relatively short duration and builds up quickly in June and falls off rapidly in September. Much of the labor force to fill the expanded employment base comes from off the Cape and is comprised of seasonal residents.

The greatest fluctuations occur in those areas with the most restricted economic bases - Truro and Eastham. Orleans, with its large retail establishment, is least effected. This is due to its position as the regional shopping center and the tendency of its merchants to serve both the winter and summer residents.

Employment Change by Months (Monthly Average 100)

<u>Six Town Area</u>			
January	67	July	170
February	66	August	168
March	68	September	124
April	76	October	89
May	90	November	79
June	129	December	75

MAXIMUM MONTH OF EMPLOYMENT AS A PERCENTAGE OF MINIMUM MONTH OF EMPLOYMENT

Provincetown	297%
Truro	349%
Wellfleet	292%
Eastham	505%
Orleans	196%
Chatham	242%

Retail trade establishments are scattered throughout the area. There are sizeable retail centers at Chatham, Orleans, and Provincetown. Each is what can be characterized as a local shopping center serving winter populations of, in the vicinity of, 4,000 persons. The centers tend to be similar in nature although Provincetown's retail establishments are smaller, more numerous and have a far higher concentration in stores selling those exotic wares that appeal to the summer trade. There is little direct competition between them and little over-lapping of market areas. Provincetown and Chatham are in terminal geographic locations. In general, Orleans is the only "natural" center in that it developed because of its location in relation to the population rather than because of the presence of port facilities or other factors which were overriding in the cases of Provincetown and Chatham. In the present economy Orleans has the greatest stability in its retail employment and as time goes on will strengthen its position relative to Provincetown and Chatham, and become more of a regional shopping center comparable to Hyannis.

The 1958 Census of Business shows total sales in Barnstable County to have been \$109,105,000. Roughly one half of these sales took place in the towns of Barnstable and Falmouth. The remainder were dispersed throughout the county with Provincetown accounting for 6% - within $\frac{1}{2}$ of

Retail Sales, 1958

Barnstable County	\$109,105,000
Barnstable Town	32,694,000
Falmouth	19,935,000
Provincetown	6,520,000

U.S. Census of Business

1% of the same proportion as Provincetown's population bears to that of the county. Per capita retail sales are very high reflecting the influence of the summer population.

The high proportion of government employees is due partly to the need for providing government services to a large summer population and maintaining the plan for these services the year around. But also an important contributing factor is that the level of services is very high. In fiscal affairs these Barnstable County communities are among the wealthiest in Massachusetts. Not only do they have extensive properties that require servicing for the most part in the summer but in Massachusetts many state funds due the town are calculated on the proportion of the town's valuation of total valuation in the Commonwealth. Although this is an oversimplification, the result is that the community can support a far higher level of service and more employees in relation to the year round population than can other Massachusetts municipalities. This high level of government employment is reflected, for example, in the numerical relationship between pupils and teachers in the schools. In every town the pupil-teacher ratio is below the state average and expenditures per pupil are above the state average. The number of government workers is increased by the existence in the lower Cape of military and other establishments under the auspices of higher levels of government.

The construction industry is seasonally the most stable of the major industry groups on the lower Cape. This industry is more stable than others because of the rapid rate of growth in all parts of the area except Provincetown. The industry is scattered throughout the area in line with population distribution with somewhat less of a concentration in Provincetown than its population would lead one to expect. This industry operates throughout the winter months - weather permitting - but largely is dependent on the demands of the summer trade for its income. This is probably the most desirable industry on the lower Cape from the point of view of wages and opportunity for younger persons wishing to remain in the area. It is also the most vulnerable to cyclical changes. It is important to note that this industry depends upon growth.

The service industries have approximately the same characteristics and locations as retail trade described above. The major groups within the industry are professional services - doctors, lawyers, automotive services, and personal services. This industry like retail trade is closely related to the absolute size of the population rather than to its rate of growth.

There are only 68 manufacturing establishments on Cape Cod according to the latest available Census of Manufacturers (1954). These firms had an average employment of less than 10 persons per firm. Twenty of these firms are located in the region under study. They are even smaller in size than the average for the county. Firms in the printing, foods and building materials industries make up most of this group. The industries themselves are geared to serve the local market on the Cape. Because they

are related to the local market they tend to have a seasonal bias in employment. During the period from 1947 to 1954 there was an increase in the number of firms but at the same time there was a decline in the total wage payments of the average firm. Thus, while the lower Cape has tended to do better than the state as a whole in manufacturing employment the available evidence indicates a slow and uncertain growth. The low incidence of manufacturing, the kinds of industries in which firms occur, the small size of the individual firm all lend strength to the conclusion that manufacturing does not have any great prospects for the future economic development of the lower Cape.

3(e) Income of Families

Relatively little information is available on the incomes of residents of this small area. The high incidence of self-employed persons, the many opportunities for income outside of formal jobs combine to make estimates risky.

The low density of population, lack of high wage industry groups (principally manufacturing), the high incidence of retired persons, and the low level of participation in the labor force all indicate a low level of family income. In 1950 the income of Barnstable County as a whole was well below that of the state and the income of Provincetown was substantially below that of the county.

INCOME OF FAMILIES AND UNRELATED INDIVIDUALS, 1950

	<u>Median</u>
Provincetown	\$2040
Barnstable County	2346
Massachusetts	2909

U.S. Census

More recent estimates show per capita income in the county 87% of that of the state. Well over twice the proportion of families were in the lowest income groups in Barnstable County as in the state as a whole as reported in both the Census and more recent reports. In 1950 42.7% of all families in Barnstable County had income of less than \$2,000 compared to 31.7% for families in Massachusetts. Yet this does not fully portray conditions in the towns under study. There is no doubt that the towns of Barnstable and Falmouth - the largest communities - have per capita incomes substantially higher than in the study area. Since there

PER CAPITA INCOME 1958

Massachusetts	\$1897
Barnstable County	1636
Barnstable Town	1886

Source: Sales Management

is no precise way in which Falmouth's income can be removed from the available statistics Barnstable's was deducted to give a better picture of income in the study area. This resulted in a per capita income of \$1556 for the county excluding Barnstable.

Income, therefore, is generally low with a tendency toward clustering in low income groups. The area, however, has been increasing in income at a rate faster than the state as a whole. It is possible that this rate of increase will level off. The principal limiting factor in income growth is the seasonal nature of the economy.

It is probably true that income over the business cycle is more unstable than in other parts of the state. Although no figure can be mustered to demonstrate this locally, it is known that vacation expenditures are reduced more sharply than income in times of economic reversals. Recent experience has also shown that adverse weather can have a serious impact on the income of Barnstable County residents. Hurricanes, cold spells, or long wet spells seriously affect the number of vacationers and make the whole economy vulnerable.

3(f) Evaluation of Present Recreation Industry

The size and economic impact of the recreation industry on the lower Cape is unknown. The lack of an accurate count or of any economic indicators limits the possibility of obtaining data which is precise. However certain general measures can be obtained.

The estimate of the Cape Cod Chamber of Commerce is that the Cape population is 250,000 during the summer months. This estimate seems reasonable. Although there is no way of precisely tying it down, an approximation can be made by using retail trade figures in the following manner:

1. Take the total population of the Commonwealth and divide it into the retail sales of 1958 yielding a per capita sales figure of \$1230. This can then be used as a "normal" expenditure per capita on retail purchases by residents of the state (although realizing it is somewhat high since Massachusetts probably has a net in-migration of tourists during the summer.)
2. Take the total population of Barnstable County and divide it into retail sales for the county yielding a per capita sales figure of \$2069.
3. Take the difference between the state per capita (\$1230) and the county per capita (\$2069) yielding \$839 and multiply it by the county's population yielding \$44,238,792. This represents an estimate of the expenditures made in retail establishments by persons visiting the Cape. The remainder of \$64,866,000 represents purchases by the county's year-round residents.

This information also gives some indication of the number of visitors to the Cape. If \$1230 represents the year-round total of expenditures per person in Massachusetts then 1/12 of that would be an average for any

one month (102.50). Dividing this into \$44,238,792 yields 431,600 "person expenditure months". Since the vacation season on the Cape is roughly two months the division of these person expenditure months by 2 (431,600 ÷ 2 = 215,800) yields an approximation of the summer population exclusive of year-round residents - 215,800 persons. This is very close to the number of visitors in the estimate quoted earlier.

According to a study performed by the University of California 54% of the tourist purchases can be considered to pass through retail establishments (including gas stations). A group at the University of Wisconsin found 48.3% of the tourist expenditures to pass through such organizations. If these estimates approximate the experience on the Cape then tourist expenditures in 1958 were between \$81.9 million to \$91.5 million for current needs (excluding purchase of cottages or other capital investment). On a per capita basis this means that from \$380 to \$424 is spent by the equivalent of one tourist remaining the entire season. Since 1958 was a 65 day season*, the expenditure per day ranged from \$5.85 to \$6.52. This is over estimated to the extent that expenditures of off-season tourists are included.

* 1956 season started on Saturday, June 29 and lasted until Monday, September 1 giving a 65 day season.

DISTRIBUTION OF TOURIST EXPENDITURES

	<u>Percentage</u>
Lodging	25.52
Meals Purchased	11.92
Meals & Lodgings (combined)	11.42
Groceries, Meats, etc.	17.67
Transportation	9.16
Amusements	8.07
Fishing	6.60
Clothing	2.98
Boat Rentals	2.45
Other	4.21

Bureau of Community Development
University of Wisconsin

Another estimate of expenditure per visitor per day is provided by the Massachusetts Department of Natural Resources. This estimate, based on a questionnaire filled in by campers at Nickerson State Park in Brewster, is \$3.24 per day but in discussing the estimate their opinion is that it is a very conservative figure and underestimates the actual amount. Since there is no rent component in this estimate and since non-camper rental payments are liable to be substantial and their other expenditures liable to be higher the lower figure of \$5.85 appears to be a reasonable estimate of average daily expenditure on a per capita basis.

On the lower Cape the expansion in summer population is probably not as great as in those areas close to the urban centers. The statement of the Town of Chatham on Senate Bill 2636 has in its introduction an estimate by the authors that Chatham's resident population expands from 3500 in the winter to a summer total of 10,000. If this is indicative of the

experience throughout the area then the summer population in the study area is in the neighborhood of 35,000 persons, of whom 12,000 are year-round residents. At an expenditure rate of \$5.85 per visitor day the value of the recreation expenditures in the study area is \$8,740,000.

4. FUTURE ECONOMIC DEVELOPMENT AND PROSPECTS

4(a) Limitations of Present Economy

The economy of the lower Cape is highly seasonal. The productivity of this economy is determined by three factors.

1. The absolute size of the summer population determines the level of retail sales and of service industry receipts in the summer.
2. The rate of growth of the year-round and summer population determines the size and income of the construction industry.
3. The size of the year-round population, but particularly the retired element, determines income of retailing and services during the off-season.

Although low, the income yield of the economy is not entirely inadequate in view of the many compensating factors. The economy, being seasonal, is not particularly demanding of the labor force - thus the amount of leisure time available appears to be large. The area enjoys the isolation, beauty, and detachment of rural areas without suffering the severe limitations in income opportunity that go with such areas. More serious short run deficiencies are the cyclical vulnerability of the recreation industry and the annual threat of inclement weather. These tend to add an element of risk.

The long-run deficiencies of the economy are more acute. The concentration of activity in the construction industry cannot continue indefinitely. As land is used up the rate of new growth will diminish, and with it opportunities for employment in construction. The present heavy concentration in the construction industry will diminish in the long run. A heavier proportional share of employment will then occur in the retail trade and services section of the economy. Employment will be much more seasonal than it is now since the construction year is longer

than the vacation season. A review of the Provincetown economy confirms this view. With buildable land practically non-existent, construction represents less than 3% of covered employment while trade is over 50% of employment. Contrast this with rapidly growing Chatham where construction employment represents about 1/3 of all employment and trade is only about 30% or with Eastham where construction represents over 60% of employment and trade less than 20%. In the study area there remains a large amount of developable land and until recently the threat of its being developed appears remote. Acquisition of land for the proposed development would reduce the amount available for residential or commercial development. However, there will remain sufficient land to sustain the construction industry for many years. The need for facilities in the Park will add to the demand for new construction.

The compensating features of the development of the National Seashore Park are great. The purely economic values will accrue from the employment of persons in the park and the local purchase of park materials and supplies, the increased number of visitors expected because of the establishment of the park, and a probable increase in the attractiveness of the area for retired persons and summer residents.

4(b) Alternate Opportunities for Economic Development

The potential for the development of an economy not related to vacation travel expenditures or to the accommodation of older persons is slight. The nature of the present economy on Cape Cod is a positive deterrent to diversified economic development. The rapid rise in employment opportunities which occurs in the late spring would make it difficult for a manufacturing organization to recruit labor during the summer and early fall and would tend to draw away even those persons already actively employed. This is particularly true in the case of women workers, and women workers represent the principal labor needs of the growing industries in the New England area. The relatively few persons in the working age groups and the lack of heavy concentrations of population, except at Provincetown, would also discourage interest.

The Cape is largely without natural resources in demand for industrial use. It is relatively remote from existing markets - even those in the east. Its own market is not large enough to absorb an important proportion of the output of even a medium sized manufacturing organization oriented toward meeting local needs. There is no industrial tradition on the Cape and thus the only skilled manufacturing workers are those who have migrated from other areas. In nearby New Bedford and Fall River there are relatively large pools of low cost unemployed workers - many experienced - who would seem to be more attractive to manufacturers than Cape natives.

Other factors such as the high cost of land, relatively poor transportation facilities, lack of the kinds of services and auxiliary industries necessary to support a manufacturing economy, all influence negatively the prospects of industrial growth. Finally, the pattern of land use with its concentration on residences and the economic need for the preservation

of aesthetic values leaves little place for industrial development.

Of course, with concentration on the objective of providing stable year-round employment or employment supplements some progress could be made. But to accomplish anything substantial would require great efforts. Cottage industries, confectionery manufacturing, wood carving and souvenir manufacture, boat building, all present possibilities. They, of course, are related to the unique character of the Cape. By and large the chances for development of such industries would be increased rather than diminished by the development of the National Seashore Park.

4(c) Evaluation of the Effects of an Extension of Present Trends

The lower Cape Cod area has been growing at a rapid pace in both its seasonal and year-round population. The rate of growth has tended to accelerate in recent years in some of the towns under study. Provincetown is completely built up and moderate declines in year-round population should continue. In Chatham and Orleans densities have risen to a point where declines in the rate of growth are to be expected, although in the period to 1975 growth will continue to be substantial. In Eastham, Wellfleet, and Truro, which represent well over one-half the land area, growth has been at a very high rate and will continue at high rates. The exhaustion of choice residential areas in the upper end of Barnstable County will mean increased pressures for development in these towns. The narrowness of the peninsula and the elongated nature of these towns which results in a high proportion of choice sites will allow the towns to absorb a large amount of residential development on highly desirable sites. Thus the opportunities for a growth in residential properties appear substantial, providing appropriate land use controls are adopted by these towns.

By 1975 it is expected that year-round residential population will have increased by 11,000 over that of 1955. However, summer population is expected to increase at a more rapid rate. If summer population were to increase at the rate traffic has increased in recent years, the estimated 23,000 seasonal residents in the area in 1958 would increase at the rate of 12% a year. If, on the other hand, relationship of the seasonal population to the year-round population were to be as it is at present in Barnstable County as a whole, seasonal population would be about 115,000. A more conservative estimate is obtained by using the growth rate in the number of seasonal residential meters. This yields a summer population of about 48,000

in 1975. This is probably the most realistic estimate, as it is reasonable to expect that the towns will enforce more stringent land use controls to keep densities down and to avoid the unhappy results of over-rapid development.

4(c) I Impact of Population Growth

Local economies are dependent upon exchanges of goods and services with other parts of the nation. Areas can and do specialize, but few small areas are self-sufficient in the sense that they need nothing of the outside world. In fact, to approach the level of self-sufficiency in the modern world implies very low standards of living. Self-sufficiency is not possible for an area with high living standards nor is it an important goal. Cape Cod depends on the income and capital of the nation as a whole for the support of its working population and their families. Without summer visitors the Cape could not sustain the kind and size of year-round population that lives there. In exchange for the money of these visitors people on the Cape supply an array of goods and services.

The population thus supported falls into two groups although the groups may overlap. One group serves the visitors their meals, tends their rooms, furnishes groceries and does a vast number of things that make life for a large summer population and a small year-round population possible. The other group sells real estate, and builds houses, roads, and commercial establishments. This group is largely dependent upon growth, as such, and should the rate of growth taper off the support for the second group would quickly diminish.

It was seen earlier that in 1958 the average visitor left something like \$5.85 each day he or she stayed on the Cape. If the Cape grows as expected, the \$8,740,000 estimated to have been left by visitors in 1958 in the study area will become \$18,252,000 in 1975 (1958 dollars). This money will go for groceries, gasoline, accommodations and many other things. Part of it will become wages, salaries and profits. These in turn will be partially respent on services and commodities not only during the summer but over the whole year. Thus the money spent by the tourist becomes the prime mover in

the Cape's economy.

In 1958, the relationship of tourists' expenditures to expenditures of the year-round population was as 1 is to 1.47. This relationship is not necessarily stable over time. However, such expenditures would provide opportunities for sizeable increases in income. The growth in the number of year-round residents from twelve to twenty-three thousand (p.26) and the summer residents from twenty-three to forty-eight thousand would mean that accommodations for 36,000 persons would have to be built -- or an average of 2400 person accommodations per year. This would probably mean about 600 housing units per year.

The area could easily support such a rate of growth. The 9,000 units built in the years to 1975 at this rate, even if the average size of the building lot was 20,000 sq. ft. plus 6,600 sq. ft. for roads and other public accommodations, would use up some 5,500 acres. From this analysis we conclude that the extension of existing trends would result in higher income by 1975 for the population of the lower Cape and that such growth could be sustained. Further, it is clear that with good land use planning the land thus used up would not result in a saturation of available residential land.

4(c) 2 Impact of Continued Growth in Assessed Valuations

The mere extension of trends in assessed valuations and tax levies has very little usefulness. Assessed valuations vary in their proportion of market value among the various towns. They also vary over time due to changes in assessing procedures, revaluations, and other factors. Assessed valuations contain elements of inflation and changing land values which are impossible to accurately isolate.

Changes in Assessed Valuations on Study Area Towns

	<u>1950 to 1959</u>	<u>1954 to 1959</u>
Provincetown	∕ 61.9%	∕16.1%
Truro	∕103.5%	∕48.6%
Wellfleet	∕ 81.2%	∕34.9%
Eastham	∕110.7%	∕43.9%
Orleans	∕132.0%	∕26.1%*
Chatham	∕ 90.0%	∕41.1%

* Revaluation in Orleans, 1955

Changes in Tax Levy in Study Area Towns

	<u>1950 to 1959</u>	<u>1954 to 1959</u>
Provincetown	∕ 53.9	∕83.8%
Truro	∕112.9%	∕33.3%
Wellfleet	∕122.8%	∕55.8%
Eastham	∕193.8%	∕56.2%
Orleans	∕191.9%	∕103.6%
Chatham	∕139.8%	∕71.6%

Tax levies are free of most of these influences but are subject to the effects of price inflation and changes in the amount of state aid and charges. These changes also make forward estimation hazardous.

Comparison of tax levies and assessed valuation shows that tax levies are going up at a faster pace than assessed valuations in almost all cases. This means that the tax rates have been going up and that the tax bill paid by the owner has been increasing. The tremendous increase in assessed valuations has not been sufficient to meet the rising costs of government without forcing taxes up. By and large this upward tendency in the tax rate has been much less in evidence in these towns than in most others in Massachusetts. The tax rates have increased very slowly and probably at a rate which is less than the amount of inflation reflected in the tax levy. This means that these towns in real dollars have probably experienced a decrease in taxation.

The prospects for the future are for continued increases in both valuations and tax levy. If the past is any reflection of the future, the increases in assessed valuation will be at a lower rate than the changes in tax levy. Tax rates, therefore, are expected to increase. However, continued growth in seasonal property will keep the rate of increase in tax rates down and the area as a whole will remain the most lightly taxed in Massachusetts.

Much of future municipal costs will depend upon the way the towns are developed. If a dispersed development takes place a scattered pattern of school locations, more roadways, and greater number of service equipment will be necessary. If, on the other hand, high density, concentrated settlements are developed, sewerage and refuse collections will be required. The towns with land for development can largely determine the relative size of future costs by their policies on zoning, sub-division control, and other regulatory powers.

In these towns, it can be concluded, the growth in seasonal properties has had beneficial financial results for year-round residents in keeping taxes down. There is no reason to believe that this will not continue since more fully developed towns such as Barnstable, Falmouth and Yarmouth have all maintained low, equalized tax rates despite increasing densities. It is also clear from an examination of the experience of Cape towns that tax rates do not go down as densities of settlement increases.

TAX DATA FOR TOWNS IN BARNSTABLE COUNTY

	<u>1959 Tax Rate</u>	<u>1959 Equalized Tax Rate</u>	<u>Per Capita Direct Tax</u>
Barnstable	\$45.00	\$14.20	\$203.74
Bourne	49.60	21.20	223.37
Brewster	42.40	13.10	151.44
Chatham	32.90	20.90	233.91
Dennis	42.00	13.40	220.93
Eastham	40.00	12.10	199.79
Falmouth	48.00	22.40	254.17
Harwich	49.00	17.00	236.74
Mashpee	43.00	11.90	234.81
Orleans	37.00	19.50	216.52
Provincetown	54.00	27.20	164.43
Sandwich	45.00	15.40	188.22
Truro	35.00	12.80	186.05
Wellfleet	37.00	13.70	166.99
Yarmouth	48.80	19.00	249.09

The keys to the benefits accruing from increased valuations are the pattern of development mentioned earlier and the balance between summer and year-round residences. If the growth can be kept in seasonal residences, the benefits are bound to be greater since such residences require few municipal services.

4(d) Analysis of the Changes the National Seashore Would Introduce.

The area involved in the current proposals for a Cape Cod National Seashore Park is slightly larger than that outlined in Senate Bill 2636. This is the result of several changes. In Provincetown the 70 acres of private land originally proposed have been entirely eliminated from consideration. In Chatham, Hardings Beach, involving an area of 260 acres, has been eliminated. In Eastham an area of 193 acres has been added. The net effect of these changes is a reduction of the total acreage of the Park from 28,645 to 28,508, or some 137 acres less than in the original proposal. However, Monomoy National Wildlife Refuge is included in current proposals bringing up the total. This area is already under the Department of the Interior and this change merely means that it will be administratively part of the park but will remain a wildlife refuge as its primary function.

	<u>Total Land Area</u>	<u>Area of Proposed Park</u>	<u>Proportion of Town Acreage</u>
Provincetown	5,344 acres	4949 acres	92.6%
Truro	13,248 acres	9875 acres	74.5%
Wellfleet	13,101 acres	7854 acres	60.0%
Eastham	9,120 acres	3480 acres	38.2%
Orleans	8,922 acres	1600 acres	17.9%
* Chatham	<u>10,163</u> acres	<u>751</u> acres	<u>7.4%</u>
Area	59,898 acres	28,509 acres	47.6%

* Excluding Monomoy National Wildlife Refuge

In Provincetown a transfer of jurisdiction will occur with only incidental effects on the town. In both Wellfleet and Truro large areas of land are already in public ownership. The effect on the other towns varies. In Chatham and Orleans, proposed land acquisitions represent comparatively small proportions of the towns. Also the location of lands to be included

within the proposed park are such as to minimize interference with normal town growth. Land acquisition in Orleans, perhaps, could be accomplished with few hardships upon property owners. Larger areas of land would be acquired in Eastham, Wellfleet and Truro where there are fewer residents than in the other three towns. All but 1/3 of the land within the proposed park would be acquired in Truro where the 1955 population amounted to 7 percent of the area's total. In the area as a whole some 6000 acres or over 20% is wetlands and therefore not developable.

LAND TO BE ALLOWED FOR RESIDENTIAL DEVELOPMENT UNDER SECTION 5b, S. 2636

	<u>Acreage in Private Hands</u>	<u>Acreage Allowance under Section 5b</u>
Provincetown	none	none
Truro	7000	700
Wellfleet	5800	580
Eastham	3463	346
Orleans	1000	100
Chatham	<u>590</u>	<u>59</u>
	17853	1785

Section 5b of S.2636 provides that a maximum of 10% of the privately owned property within the Park area may be designated to be developed for residential purposes provided both the town and the Advisory Commission to be set up under the act approve. Such land must be made subject to zoning ordinances approved by the Secretary of the Interior. Under this procedure, the towns would present zoning provisions to the Secretary for his approval

in order to determine zoning standards. It is difficult to estimate the amount of new construction that would be possible. Although no precise estimate can be made of the economic necessity of this provision, it is necessary to consider it not only in the light of its immediate income benefit to the towns but also in its long run implications. In the long run the towns will benefit from the establishment of the National Seashore Park in terms of commercial construction. If the 10% reservation damages the value of the Park as a facility, the long run losses might offset any gains through development of the area with residential construction.

4(d) 1 Effect of Limitation of the Land Area

The purpose of Section 5(b) of S.2636 is to provide the towns of the lower Cape with a supplement to their tax bases. The specific areas that would be included in the 10% exception are not now known and would be the subject of negotiation between the Department of the Interior, officials of the towns, and private citizens. The land would probably be located in areas now partially developed but could well be located in areas completely undeveloped. Without commenting on the wisdom of this course from a developmental point of view, it does promise to create problems. When more detailed information is available on the extent and location of present development, it might be well to consider this course against the alternative in which this land would be, in each town, developed as a unit at the edge of the park; thus, in effect, removing the land from the Park. However, it is essential that the attractiveness of the Park be a primary consideration as this will determine its value as a recreation facility and hence its benefit to the towns.

Of the five towns that will benefit under Section 5(a) four have zoning ^{Ordinances} ordinances in force at the present time. Truro, the single exception, is currently considering the establishment of zoning controls. The act proposed for Truro would require that lot sizes be at least 22,500 sq. ft. in area and have a frontage on an accepted road of no less than 150 ft. Wellfleet's zoning, now in force, is somewhat less restrictive. It requires minimum lot sizes of 10,000 sq. ft. and frontages of 100 ft.

While it is hazardous to generalize, it would seem logical to expect that the requirements of the Secretary of the Interior could not be less than the average current standard in the towns effected. On this assumption we can estimate required lot sizes to be not less than 20,000 ft. with

frontages of 125 - 150 ft. required. Because of the ordinary problems met in land plotting and the particular problems faced in maintaining the natural aesthetics of this area, it is safe to say that a maximum of two houses per acre can be developed under the 10% exception with the controls assumed.

RATIO OF ASSESSED VALUATION TO FULL MARKET VALUE OF PROPERTY

Truro	37%
Wellfleet	37%
Eastham	51%
Orleans	53%
Chatham	64%

Source: Mass. House Document No. 2833, 1959.

The table below illustrates the impact on assessed valuations if such land were to be developed under this formula. It would have a tremendously beneficial effect on the towns of Truro, Wellfleet and Eastham.

FULL DEVELOPMENT OF 10% EXCEPTION UNDER A 20,000 SQ. FT. LOT LIMIT

	<u>Land Value @ 1000/Lot</u>	<u>Bldg. Value @ 15,000</u>	<u>Assessed Valuation</u>
Truro	\$1,400,000	\$21,000,000	\$8,288,000
Wellfleet	1,160,000	17,400,000	6,867,200
Eastham	692,000	10,380,000	5,293,800
Orleans	200,000	3,000,000	1,696,000
Chatham	118,000	1,770,000	1,208,380

In the area as a whole this policy would allow the construction of 3570 units of housing. This is the equivalent of 40% of the total growth to be expected in the area in the next 15 years.

FULL DEVELOPMENT OF 10% EXCEPTION UNDER A 1 ACRE LOT LIMIT

	<u>Land Value @ 2000/Lot</u>	<u>Bldg. Value @ 15,000</u>	<u>Assessed Valuation</u>
Truro	\$1,400,000	\$10,500,000	\$4,403,000
Wellfleet	1,160,000	8,700,000	3,648,200
Eastham	692,000	5,076,000	2,941,680
Orleans	200,000	1,500,000	901,000
Chatham	118,000	885,000	641,920

If the more stringent requirement that one acre lots were to be the minimum were adopted, the fiscal impact would be much less but still substantial. Only 1785 units could be built but even this number represents a very large share of expected future growth.

The impact of the 10% exception allowed under 5(b) of S.2636 is great partly because the land area is extensive but partly because of the assumptions we have made. We feel that the assumptions are valid. If the land is scattered throughout the park area, we feel that the protection afforded by the park will increase the desirability for the development of the land. We feel the land will develop quickly and in residences of fairly high value. This is an estimate of benefits if the land is used to maximum efficiency. No provisions are made for roads which absorb a quarter to one-third of the normal development. No provision is made for commercial uses which would normally absorb 3.3% of developed land. Finally, no provision is made for waste or non-developed land in the theory that only developed sites will be offered by the Park Service. We conclude, therefore, that the provision of 5(b) is an important aid to the communities and will materially assist them in their fiscal affairs, particularly if the land is developed in seasonal residences. We feel, however, that careful zoning must be provided to insure such development and that the possibility of even architectural controls in

this historic area should be examined. Such controls would certainly benefit the Park and might well benefit the townspeople by forcing high quality development.

If, rather than being disbursed throughout the area, the acreage is offered in one piece on the periphery of the park or if large areas for sub-division are offered in the park, the benefits would be somewhat reduced. Under these circumstances, roughly 25% of the area would go for streets and some land not suitable for development would be included.

It is impossible to make a final determination of the impact of this policy until there is some indication of the kind of zoning that would be acceptable and the general location of the land made known.

4(d) 2 Effect of Induced Tourist Activity

There is every reason to believe that the establishment of the National Seashore Park would introduce changes in the tourist industry of the lower Cape. It would greatly increase the number of visitors to the area and would probably result in a greater proportion of tourists to summer residents. The area is already growing at a rapid pace but largely in summer residents staying for prolonged periods rather than transients staying for periods of up to a week.

Our estimate is that at the present time there are 23,000 summer residents in the area at any one time. We forecast that without the development of the National Seashore Park, this number would more than double in 15 years. The nature of most of the summer residents under that condition would continue to be the family groups that now predominate. The experience of the Cape Hatteras National Seashore Park which is roughly the same size but much more distant from major population centers, leads us to believe that with the aid of the publicity of the service and due to the superior facilities that will be offered, the growth in visitors will be greatly accelerated.

VISITATION: CAPE HATTERAS NATIONAL SEASHORE PARK

1955	264,545
1956	301,675
1957	324,675
1958	348,335
1959	441,219

In the first ten months of 1959, there were 519,500 visitor days spent in the Seashore Recreational Area. When the lower Cape's 23,000 summer residents are used as a basis for calculating "visitor days" a conservative estimate is that there are 1.5 million visitor days already being spent in the area. The implications of the kind of growth experienced at Hattaras -

66.8% in a four year period - if applied to the lower Cape would mean a tremendous influx of persons. This would mean a total of 2,500,000 visitor days at the end of a four-year period after the establishment of the Park and 10 million visitor days in a fifteen-year period after the establishment of the Park. Of course the season would be much longer since the experience at other Parks has been to draw visitors heavily in the Spring and Fall. If the Park is not established visitor days on the lower Cape will be less than 4,000,000. Such an influx as the one predicted for the Park is not beyond reasonable expectations. Already the population of Massachusetts, Rhode Island, Connecticut, and the New York - New Jersey Metropolitan area are within a comfortable day's drive. This group at present represents a population of over 22 million persons. The time-distance of a trip to the Cape is being shortened considerably with the completion of the Connecticut Turnpike and connecting links into the New York Metropolitan Area. Projected improvements of Route #6 connections in Rhode Island and Massachusetts

SOURCE OF VISITORS TO CAPE COD

New England States	46%
Middle Atlantic States	41%
East North Central States	3.5%
South Atlantic States	3.2%

93.7% Boston area

Federal Reserve Bank of Boston

will allow an ever-increasing area from which the Cape can be reached in a day.

POPULATION OF REGIONS, 1958

New England States	9,961,000
Middle Atlantic States	33,080,000
East North Central States	35,618,000
South Atlantic States	25,352,000

The impact of an increase such as was experienced at Cape Hatteras will mean that by 1964 tourist expenditures in the study area will have increased by \$5,850,000.

This will be divided as follows:

\$2,161,000 - for lodging (and some board) requiring 15,400 additional sleeping facilities to accommodate the visitors,

697,000 - for meals in restaurants,

1,034,000 - for groceries,

1,958,000 - for clothing, amusements, and transportation.

Such an influx on the Cape will generate a boom of major proportions. It will provide opportunities for commercial development and will generate income for the residents of the area.

These opportunities will be in the form of motels, restaurants, automotive service establishments, and new shopping centers dealing in both convenience and shopping goods as well as consumer services. Since our forecast is for a four-year period, a similar rate of growth over a fifteen year period, after the establishment of the Park, would result in total summer visitor and summer resident expenditures of over \$40,000,000. This potential demonstrates the tremendous economic benefits the Park will bring to the Lower Cape. It should be kept in mind, however, that the Park will not be fully operative for some time. Therefore, in terms of actual time, the high level of business activity forecast will probably occur twenty years after the passage of the Act establishing the Park, if such occurs.

4 (d) 3 Impact of the National Seashore Park on Income and Employment

The development of the National Seashore Park could create employment within the Park for an estimated 20 to 25 persons. This would yield an annual payroll of \$100,000. Since these employees will live in the area, their wages will add to the region's economy. Capital expenditures in the Park will be roughly \$100,000 annually for the first five years and somewhat higher in the following years. Although the above activities would have an impact upon the area's economy, the major economic benefits to be derived are in serving the visitors to the Park.

The provision of 15,400 beds in the next four or five years will generate tremendous commercial opportunities and will provide the construction industry and building materials suppliers with an unprecedented demand, probably in excess of \$30,000,000. In addition, the need for commercial facilities will greatly increase. For the equivalent of each new household in the area, opportunity for 18.6 sq. ft. of commercial space for convenience goods, 12.3 sq. ft. for shopping goods, 9.6 sq. ft. for local services, and 16.1 sq. ft. for central services will be created. Thus, 56.6 sq. ft. will be needed to serve each of the 4,400 additional units which would constitute the equivalent of a household (1,000,000 visitor days - 65 days - 3.5 persons per household). This means that roughly 250,000 sq. ft. of new commercial space will be needed to serve the new visitors. This would require a minimum of \$2,500,000 in new commercial construction in the first four years at the conservative cost estimate of \$10 a foot.

In retail trade, the other principal occupation group benefiting from the tourist, 11% of all retail sales on Cape Cod go for payrolls. Of the \$5,850,000 expected to be added to the expenditure total in the next four years, some

\$2,533,000 will pass through retail establishments and approximately \$280,000 will go for new payrolls.

If a similar percentage were to go for payrolls in service occupations, a total of \$645,000 would be generated in current payrolls annually in retail and service establishments.

INCOME BENEFITS RESULTING FROM PARK VISITATION (First Four Years)

Wage Payments to Park Personnel	\$100,000
Wage Payments to Retail and Service Workers	645,000
Wage Payments of Construction Workers*	<u>2,056,250</u>
	\$2,801,250

*based on $\frac{1}{4}$ of the value of Park construction plus $\frac{1}{2}$ of the expected commercial and residential development

This calculation makes no provision for profits or indirect income generated by the visitors to the Park. Often in calculating effect of secondary expenditures an income multiplier is used. Although the theoretical basis for using the multiplier is not particularly sound and relatively little is known about the size of multipliers in various types of economies, it is conservative to say that the total impact of the wage payments resulting from the Seashore Park is double that of the payments themselves. Thus, \$5,602,500 is a rough approximation of the total income benefits resulting from the increased visitors to the Park.

Another important but immeasurable benefit is that the tourist season will be lengthened. The Park will attract visitors heavily in the fall and spring. The effect of this will be to lengthen the period of employment and business opportunity and substantially benefit the year-round worker. The positive effects of this will be extremely great.

In conclusion, the Park will have a major impact on the economy of the Lower Cape. Although in the long run it will reduce the opportunity for normal residential construction by pre-empting large areas of land, the economic benefits accruing from the Park will outweigh these losses. Moreover, the

*compensation
to # subject
of DPS*

opportunities for commercial construction will be greatly expanded. Another benefit of major significance is the strengthening of the employment base through lengthening the tourist season. It should be emphasized that this analysis is based on the best set of assumptions that could be developed within current knowledge. Our conclusion is that the Lower Cape's economy will greatly benefit from the development of the Park.

5. THE FINANCIAL IMPACT OF THE PROPOSED PARK ON GOVERNMENTS IN THE AREA

5(a) Evaluation of Present Municipal Income and Expenditure

By any standards applied the six lower Cape towns within the borders of which the proposed National Seashore Park will be located, Provincetown excluded, are from a municipal fiscal point of view, wealthy communities.

Orientated to the tourist industry, the towns benefit from extensive commercial developments, and their resulting tax contributions, far in excess of those that would be required to meet the needs of the year-round population. Of greater importance to the economy of the towns are their extensive tax bases resulting from the existence of extensive and ever-increasing numbers of seasonally occupied residences, representing a major source of tax income for which minimum demands for town services are made in return.

Another factor contributing to the towns' economy is the increasing number of persons retiring to the Cape as year-round residents who contribute to the towns' support but who, due to their age and income bracket, require minimum services, particularly with reference to demands upon school and welfare budgets which represent approximately 42.2% of total municipal expenditures.

Over the years a continuing expansion of seasonal facilities by and for Cape visitors during the summer season has provided sufficient additional tax revenue to the towns to allow them to meet the costs of expanding municipal services as well as to absorb inflationary factors effecting the cost of government. Native prudence in the management of their municipal affairs has also contributed to the financial well-being of the Cape towns.

Evidence of the financial position of the lower Cape towns and the value of their vacation industry, and the substantial contribution made by their non-resident property owners, is borne out by the fact that of all 351 cities and towns in the Commonwealth, only 23 towns or 6.6% have tax rates of \$40 or less. Five of the six lower Cape towns are included in this group.

There is every reason to believe, based upon past and present trends, that the Cape municipalities will continue to enjoy their favorable fiscal positions in the future. Upon the basis of this study, and upon the basis of past experience, with proper planning, their positions could be materially strengthened as the result of the establishment of a National Seashore Park.

Tables One through Six, as contained in the Appendix, establish the favorable financial position of five of the six towns.

5(b) Impact of National Seashore Park on Municipal Income

In the event that the National Seashore Park is established in accordance with the bounds currently proposed by S.2636, the loss of tax revenue and the resulting effect upon the tax rates of each of the six individual towns directly involved are presented below. All projections are based upon the towns' 1959 tax assessment rolls, as reported, upon 1959 valuations placed upon properties for tax purposes, and upon the basis of 1959 tax levies and tax rates.

Loss of tax revenue and its effect upon the towns' tax rates are presented upon the basis of the four alternate courses of action listed below. It should be pointed out, however, that in all probability no one of these courses of action will be employed. In the past the Department has acquired properties over a period of years following the establishment of national parks, thus lessening their impact and allowing an extended period for adjustment and the development of compensating values.

1. Upon the basis of the immediate outright acquisition of all properties within the proposed park area;
2. Upon the basis of the outright acquisition of all the vacant lands within the proposed park area;
3. Upon the basis of the outright acquisition of all improved properties within the proposed park area in accordance with the provisions of Section 4(a) of S.2636; and
4. Upon the basis of the outright acquisition of all vacant lands and the acquisition of all improved properties in accordance with the provisions of Section 4(a) of 2636.

NOTE: (In making a determination of the depreciation of property values resulting from their acquisition by the Park Service with the owners retaining the right of use and occupancy for a term of twenty-five

years, or for a term ending at death, computations have been based upon the premise that the average period of retained use and occupancy privileges will be twenty-five years and that the fair market value of the retained rights will equal 42% of the current fair market value of the properties, based upon annuity values.)

CHATHAM

Total Assessed Valuation	\$22,085,700
Tax Levy	728,857
Tax Rate	32.90
Assessed Valuations Within Park Area	
Land	\$41,700

Assessed valuations of \$41,700, based upon a tax rate of \$32.90 results in net tax receipts of \$1372. A loss of the entire assessed valuation now located within the proposed park area would have the immediate effect of increasing the town's tax rate from \$32.90 to \$32.96, or an increase of \$.06.

PROVINCETOWN

Since it is not proposed to acquire lands for park purposes within the Town of Provincetown, other than public lands currently exempt from local taxation, the establishment of the National Seashore Park will have no effect upon the town's municipal economy.

In the event that the town was deprived of its current use of public lands for its airport and its refuse disposal, the town would be deprived of its airport facilities in their entirety and face considerable expense in providing for adequate refuse disposal facilities.

EASTHAM

Total Assessed Valuation	\$5,512,440
Total Tax Levy	212,308
Tax Rate	40.00
Assessed Valuation Within Proposed Park Area	
Vacant Land	\$ 107,567
Buildings	581,940
Land Occupied by Buildings	187,910
Personal Property	30,000 (est.)
Total	\$ 907,417

I. Assessed valuations of \$907,417 based upon a \$40.00 tax rate results in net tax receipts of \$36,297 or 16.4% of the town's total tax levy.

A loss of the entire assessed valuation now located within the proposed park area would have the immediate effect of increasing the town's tax rate from \$40.00 to \$47.92, or an increase of \$7.92 per \$1000 of assessed valuation.

II. The immediate acquisition of all vacant land within the proposed park area would represent a loss in the town's tax base of \$107,567 or a loss on net tax receipts of \$4303 or 1.9% of the town's total tax levy. This loss would increase the town's tax rate from \$40.00 to \$40.80 or \$.80 per \$1000 of assessed valuation.

III. The immediate acquisition of all improved property within the proposed park area, subject to the provisions of Section 4(a) S.2636, would result in an immediate depreciation of 58% on values totaling \$769,850, representing a loss in the town's tax base of \$446,513 and a loss in tax income of \$17,861 or 8% of the total tax levy. This loss would increase the town's tax rate from \$40.00 to \$43.55 or an increase of \$3.55 per \$1000 of assessed valuation. In addition, the remaining values of

all properties so acquired would continue to depreciate in value for taxing purposes for the next twenty-five years at the annual rate of 4% per year of the value of property involved representing an annual reduction in the town's tax base of \$12,933 and a loss of tax revenue of \$563.

IV. Upon the basis of the outright acquisition of all vacant lands and the acquisition of all improved properties in accordance with the provisions of Section 4(a), of S. 2636, the immediate reduction in the town's tax base would be \$554,080, representing a loss of tax income of \$22,163, or 10% of the town's total tax levy.

This loss would result in an increase in the town's tax rate from \$40.00 to \$44.49 or an increase of \$4.49 per \$1000 of assessed valuation.

ORLEANS

Total Assessed Valuation	\$12,838,205
Tax Levy	476,561
Tax Rate	37.00
Assessed Valuation Within Proposed Park Area	
Land	\$11,900
Buildings	11,815
Total	\$23,715

I. Assessed valuations of \$23,715 based upon a \$37.00 tax rate equals net tax receipts of \$877. A loss of the entire assessed valuation now located within the proposed park area would have the immediate effect of increasing the town's tax rate from \$37.00 to \$37.07 or an increase of \$.07 per \$1000 of assessed valuation.

III. A depreciation of 58% upon a valuation of \$23,715 would represent a loss in the town's tax base of \$13,755 and a loss in tax income of

\$509, or increase of \$.04 on the tax rate.

TRURO

Total assessed valuation	\$4,506,109
Tax Levy	158,326
Tax Rate	35.00
Assessed Valuations Within Proposed Park Area	
Vacant Land	\$322,121
Buildings	976,763
Occupied Land	274,922
Personal Property	71,162
Total	\$1,644,968

I. Tax assessments of \$1,644,968 based upon a \$35.00 tax rate equals net tax receipts of \$57,564 or 36% of the town's total tax levy.

A loss of the entire assessed valuation now located within the proposed park area would have the immediate effect of increasing the town's tax rate from \$35.00 to \$55.24 or an increase of \$20.24 per \$1000 of assessed valuation.

II. The immediate acquisition of all vacant land within the proposed park area would represent a loss in the town's tax base of \$322,121 or a loss of net tax receipts of \$11,274 or 7% of the town's total tax levy. This loss would increase the town's tax rate from \$35.00 to \$37.70 or an increase of \$2.70 per \$1000 of assessed valuation.

III. The immediate effect of the acquisition of all improved property within the proposed park area, subject to the provisions of Section 4(a), S.2636, would result in the depreciation of 58% on values totaling \$1,251,685 representing a loss in the town's tax base of \$725,977 and

a loss in tax revenue of \$25,409 or 10% of its total tax levy. This loss would increase the town's tax rate from \$35.00 to \$41.74 or an increase of \$6.74 per \$1000 of assessed valuation.

In addition, the remaining value of all properties so acquired would continue to depreciate in value for taxing purposes for the next twenty-five years at the annual rate of 4% per year representing an annual reduction in the town's tax base of \$21,028 and a loss of tax revenue of \$878.

IV. Upon the basis of the outright acquisition of all vacant lands and the acquisition of all improved properties in accordance with the provisions of Section 4(a) of S.2636, the immediate reduction in the town's tax base would be \$1,048,098, representing a loss of tax income of \$36,683 or 23% of the town's total tax levy.

This loss would result in an increase in the town's tax rate from \$35.00 to \$45.65 or an increase of \$10.65 per \$1000. of assessed valuation.

WELLFLEET

Total Assessed Valuation	\$6,061,750
Tax Levy	224,915
Tax Rate	37.00
Assessed Valuations Within Proposed Park Area	
Vacant Land	\$304,830
Buildings	960,750
Occupied Land	227,400
Personal Property	94,200
Total	\$1,587,180

I. Tax assessments of \$1,587,180 based upon a \$37.00 tax rate equals net tax receipts of \$58,726 or 26% of the town's total tax levy.

A loss of the entire assessed valuation now located within the

proposed park area would have the immediate effect of increasing the town's tax rate from \$37.00 to \$50.17 or an increase of \$13.17 per \$1000 of assessed valuation.

II. The immediate acquisition of all vacant land within the proposed park area with an assessed value of \$304,830 would represent a loss in net tax receipts of \$11,279 or 5% of the town's total tax levy. This loss would increase the town's tax rate from \$37.00 to \$38.97 or an increase of \$1.97 for \$1000 of assessed valuation.

III. The immediate effect of the acquisition of all improved property within the proposed park area, subject to the provisions of Section 4(a), S.2636, would result in the depreciation of 58% on values totaling \$1,188,150 representing a loss in the town's tax base of \$689,127 and a loss in tax revenue of \$25,498 or 11% of its total tax levy. This loss would increase the town's tax rate from \$37.00 to \$41.76 or an increase of \$4.76 per \$1000 of assessed valuation.

In addition, the remaining value of all properties so acquired would continue to depreciate in value for taxing purposes for the next twenty-five years at the annual rate of 4% per year representing an annual reduction in the town's tax base of \$19,961 and a cumulative loss of tax revenue of \$823 annually.

IV. Upon the basis of the outright acquisition of all vacant lands and the acquisition of all improved properties in accordance with the provisions of Section 4(a) of S.2636, the immediate reduction in the town's tax base would be \$993,957, representing a loss of tax revenue of \$36,776 or 16% of the town's total tax levy. This loss would result in an increase in the town's tax rate from \$37.00 to \$44.28 or an increase of \$7.28 per \$1000 of assessed valuation.

Summary of Effect of Acquisition of Property on Towns

	<u>Loss in Tax Base</u>			
	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>
Chatham	\$ 41,700	\$ 41,700	\$ --	\$ --
Eastham	907,417	107,567	446,513	554,080
Orleans	23,715	--	13,755	--
Provincetown	--	--	--	--
Truro	1,644,968	322,121	725,977	1,048,098
Wellfleet	1,587,180	304,830	689,127	993,957

	<u>Loss in Tax Revenue</u>			
	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>
Chatham	\$ 1,372	\$ 1,372	\$ --	\$ --
Eastham	36,297	4,303	17,861	22,163
Orleans	877	--	509	--
Provincetown	--	--	--	--
Truro	57,564	11,274	25,409	36,683
Wellfleet	58,726	11,279	25,498	36,776

	<u>Effect on Tax Rate</u>			
	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>
Chatham	\$.06	\$.06	\$ --	\$ --
Eastham	7.92	.80	3.55	4.49
Orleans	.07	--	.04	--
Provincetown	.00	--	--	--
Truro	20.24	2.70	6.74	10.65
Wellfleet	13.17	1.97	4.76	7.28

The preceding material in this section of the report deals with an evaluation of the maximum impact of the National Seashore Park upon the tax base and the tax income of the six towns directly involved in accordance with four different methods of measurement. It must be recognized, however, that the impact will not be as severe as depicted due to compensating factors that have not been taken into consideration.

In the event that the towns take full advantage of the potential benefits to be derived from the establishment of the park and plan accordingly, losses suffered should be more than compensated for within a comparatively short time.

In the first instance, the establishment of a National Seashore Park on Cape Cod and its emphasis upon the protection and preservation of the Cape's natural and historic values, the preservation of the very same values which over the years have been the basis upon which the Cape towns have built their economy and which are rapidly being dissipated, is certainly not inconsistent with the interests of the towns.

The preservation of the natural attractions of the Cape for all time, together with the attractions of the Park itself, should increase the demand for vacant land areas for year-round and summer residential use, as well as for commercial development. With adequate planning and zoning to properly direct the development of vacant land, thus insuring its highest economic use, land outside the park area should materially appreciate in value. The anticipated increase in land values, together with the value of the additional residential and commercial construction that can reasonably be expected to take place, can be expected to more than offset any ultimate loss of taxable property to be removed from the tax rolls as a result of the establishment of the National Seashore Park. This would prove to be true even without the

reservation of 10% of the proposed Park area for future private development. The experience at Cape Hatteras National Seashore Park substantiates this view.

Impact of National Seashore Park on Municipal Expenditures

It is not anticipated that the establishment of the National Seashore Park will have any material effect upon the operating budgets of the six lower Cape towns.

Upon the assumption that the Park Service will take the responsibility for certain services, including fire protection and the construction and maintenance of roads within the Park area, some savings will accrue to the benefit of the towns. On the other hand, it is possible that the towns may be required to increase police services for the purpose of dealing with increased traffic generated by the Park. Savings effected should offset any demand for added expenditures.

An exception to the above is the matter of the construction and maintenance of approach and service roads to service the Park, but being outside the Park area. There are at this time no definitive plans upon which to base the cost of such construction, but it is evident that such costs, if left as the responsibility of the towns, would in some instances represent a major expenditure and have a serious impact upon the towns. However, there is the possibility that the State Department of Public Works would assume the cost of constructing and maintaining approach and service roads from their major arteries to the Park property. There would appear to be justification for such action, but until a final determination of this responsibility is established, its possible impact upon the towns should be kept in mind.

5 (c) Measurement of the Need for In Lieu Payments

If the Department of the Interior were to immediately take all the land and structures within the Park area, the municipalities would experience a loss in revenue of \$154,836. There would, of course, be no impact in Provincetown and relatively minor impacts in Chatham and Orleans. In Truro, Wellfleet, and Eastham the impact would be immediate and very severe. Such action would force an increase in the tax rates in Truro of \$20.24, in Wellfleet of \$13.17, and in Eastham of \$7.92. Such increases would work severe hardship on the population and property owners.

If only vacant land were taken, the impact would be greatly reduced. The total tax loss would be \$28,228. Tax rate increases that would result would be \$2.70 in Truro, \$1.97 in Wellfleet, and \$.80 in Eastham.

If, in addition to vacant land, improved lands were to be taken, and life tenancy and/or 25-year occupancy rights were to be awarded the owners, the immediate loss in tax revenue would be \$95,622. Tax rates would then increase \$10.65 in Truro, \$7.28 in Wellfleet, and \$4.49 in Eastham.

Under the first and third courses of action, the three towns of Truro, Wellfleet, and Eastham would find themselves in serious financial difficulty. Although tax rates are low in the towns, an immediate rise in tax rates would force down the value of property. There is no doubt that the value would be more than recovered in time, but it is important to recognize that private owners would suffer at least temporary capital losses as well as be forced to pay higher taxes. In addition, the payment of materially higher taxes would impose severe hardship upon retired persons living on fixed incomes and low income families.

It should again be pointed out that the courses of action outlined and their impacts upon the towns' tax rates represent maximum effects and that in all probability the acquirement of properties will be extended over a period

of time, thus materially lessening the impacts as stated above. It should also be pointed out that increases in the value of lands outside the Park, and the additional value of newly constructed facilities outside the Park, resulting from the Park's establishment, will rapidly offset any initial losses suffered.

The National Seashore Park would be an important component of the recreational assets of the people of the United States. Residents of the Lower Cape already enjoy most of the benefits which the Park would provide, although their existence is seriously threatened by the development that is currently taking place. Compensating features are present, the principal one being potential increased commercial opportunities. Although these will provide benefits in wage payments, profits, and increased tax revenue for the towns, for the present seasonal property owners they will mean little except a long-range increase in property values. For these owners the traffic and the growth in commercial opportunities induced by the Park will have no positive value.

Because of the lack of immediate benefits to the towns, there is no present compensation to offset the takings for the Park. It is our opinion that payments in lieu of taxes are justified and necessary. Since as the Park develops there will be benefits in the form of increased tax revenue accruing to the towns, these in lieu payments should not continue indefinitely.

As a compromise it is suggested that the initial year's payments by the Federal Government be equal to the tax revenue loss on the properties acquired. In subsequent years, payments might be reduced by one-half of the income derived from new construction in the towns. Thus, if the property is acquired in 1960, taxes for 1960 should be met by in lieu payments. In 1961 if the value of new construction were to aggregate \$500,000 in assessed valuations in Truro then the in lieu payment would be reduced by the tax yield on \$250,000 of assessed valuations. The same procedure should be followed in other towns until the in lieu payments are finally eliminated.

This seems to be a more adequate formula than the one proposed in Section 8c of S.2636. Under that provision payments would be made in the year of taking and subsequent two years equivalent to the full tax assessed in the years the property is acquired. The shock to town finances would occur when these payments stopped. The formula suggested here would eliminate the abrupt increase in taxes and would place the Federal Government in partnership with the towns in reducing the fiscal effects of the land takings. It is unlikely that the cost under this system would be substantially greater than under Section 8a.

5 (d) Determination of Need for Restoration of Land for Development in the Park

It is felt that the reservation of 10% of the land in the Park area for residential development would have beneficial fiscal consequences for the towns. However, if this reservation were to reduce the aesthetic qualities of the National Seashore Park over a period of time, it would hold visitation down and thus lessen the economic benefits of the Park to the towns.

It would seem wise to consider the possibility of leaving any lands within the Park to be reserved for private development outside the boundaries of the Park initially. This would mean merely a reduction in the amount of land to be acquired. It is realized that such a course may not be possible since the boundaries of the Park are set by the value of the areas for recreational purposes. If further planning showed that controlled commercial development close to Park access points were feasible, it might be wise to consider the allocation of some land now considered for Park taking for these purposes and to remove the restriction to residential use.

If the towns are expected to provide services to the 10% of properties that remain in the Park, it would seem wise to allocate either gaps in existing developed areas or tracts large enough for subdivision. This course would minimize the cost of providing services.

CONCLUSIONS AND RECOMMENDATIONS

Cape Cod is one of the country's favorite vacation areas.

The Lower Cape's "thirty-miles-at-sea" location, its great expanse of unexcelled shoreline, its climate, its colorful history pre-dating the landing of the Pilgrims, together with its other unique and unparalleled features, has proven an attraction to ever-increasing numbers of vacationers and summer residents.

Over the years, as a result of the nation's expanding economy and increasing number of two-home as well as two-car families and increase in leisure time, coupled with the improvement of the highway system leading to the Cape from all sections of the country's most densely populated urban region with over 50,000,000 people now living within a day's driving distance, the Cape has experienced an extensive growth in the construction of seasonal residences.

In addition, due to the Cape's mild winters, delightful spring and fall seasons, unexcelled summer months, combined with the area's other natural advantages and leisurely "off-season pace," the area is increasingly attracting retired year-round residents and a larger commuting population.

The Cape Cod towns' economies are orientated toward serving vacationers and tourists. There is little if any likelihood that this situation will change in the foreseeable future. It then follows that what best serves to protect, promote, and so to strengthen these industries best serves the interests of Cape Cod and its individual communities.

The purpose of the establishment of the Cape Cod National Seashore Park is to preserve for all time unique natural and historic features of the Cape. Since these are the very attractions that have directly been responsible for the development of the area's economy, the establishment of the Park cannot be considered as being in conflict with the interests of the Cape and the towns directly involved. On the contrary, with the assurance of an orderly transition period that will minimize and, in

addition, compensate for the immediate financial impact of the Park's establishment upon the Lower Cape towns during this time, it should materially strengthen the area's economy.

With proper planning of land use upon a coordinated basis to insure the highest economic use of lands, while insuring the preservation of the area's great natural advantages both within and without the Park area, vastly greater benefits will accrue from the establishment of a National Seashore Park.

I. In Regard to the Economic Future of the Lower Cape Without the Park

Every indicator points to a bright immediate economic future for the Lower Cape. The economic development of the future will probably be in the recreation industry and thus will have the seasonably and moderate personal income that characterizes the present economic base. There is nothing in the resources, labor force, or position relative to markets that would hold out hope for substantial industrialization. Continuation of development at recent rates will result by 1975 in a resident population of 23,000 and a non-resident seasonal population of 48,000. These compare with a 1955 resident population of 12,000 and a non-resident seasonal population of 23,000. Expenditures by tourists, in 1958 dollars could total \$18,252,000 in 1975 compared to \$8,740,000 in 1958. The amount of growth in seasonal use will generate enough new tax revenue to allow the Lower Cape towns to maintain very low rates of real property taxation.

It must be recognized, however, that without the Park, a change in the area is inevitable. An extension of existing growth patterns that are currently creating tax revenue are at the same time reducing the very values which have made the area attractive, and increasingly so each year.

II. In Regard to Future Economic Development as a Result of the Park

The establishment of the National Seashore Park will have many positive economic effects on the area. It is estimated that as a direct result of the visitation generated in the first few years after the opening of the Park a total of over

\$30,000,000 in capital expenditures on commercial facilities (including retail trade, service, and personal accommodations) and on the Park facilities will be made. Just on the basis of an estimated increment of 1,000,000 visitor days which would result in four years if the rate of growth were similar to that experienced at the Cape Hatteras National Seashore Park direct wage payments should increase by \$2,800,000 annually. The impact of these wages is estimated at 2.5 the direct wage payment resulting in a \$4,660,000 supplement to local income. While this is a rough approximation the estimate itself is conservative in that only 11% of service receipts are estimated as wage payments, and the growth rate will probably be much greater than that at Cape Hatteras because of the Cape's closeness to major population centers. In addition, the establishment of the Park should result in a material increase in the value of land areas outside the Park and create a greater demand for seasonal properties.

III. In Regard to Reservation of 10% of Park Area

Section 5(b) of S.2636 provides for the allowance of private residential development within the bounds of the Park upon an area (undefined) equivalent to 10% of the private lands to be incorporated into the Park.

As has been pointed out, such a reservation has considerable potential fiscal value to each town. This potential, however, will depend upon the density of habitation allowed by the Secretary of the Interior under the zoning restrictions which he must approve; the location of this land in the Park; and whether the 10% will be in one or few parcels or whether it is distributed in many small parcels.

Potential benefits to be derived by the towns from the provisions of Sec. 5(b) of S.2636, however, must be counter-balanced by considerations of the quality of the Park as a recreational facility and its development as an outstanding national attraction that will best serve the interest of the Cape and its individual communities.

Since the Park is being established in order to preserve the Cape's beautiful scenery, its interesting geology, its wealth of plant and animal life, and its colorful history, and since such preservation is in the long-range interest of the Cape and the lower Cape towns directly affected, it is felt that in establishing the bounds of the

Park no compromises should be made that would conflict with its initial purpose or ultimate objectives. To do so would not best serve either the interests of the Park or of the towns involved.

Therefore, the bounds of the Park should be firmly established at the outset so as to reasonably provide for the fulfillment of its ultimate purposes.

It is not recommended that provision be made for the reservation of an area, equal to 10% of the private lands in the area of the Park within each town, for private development. In the event that the present proposed bounds for the Park include any areas not essential to the Park's proper development and not necessary to the fulfillment of its over-all objectives, it is recommended that such areas be excluded forthwith. It is felt that to proceed otherwise would lead to confusion, conflict, and uncertainties.

IV. In Regard to the Need for Payments in Lieu of Taxes

The fiscal status of the six Lower Cape towns, Provincetown excluded, is excellent. Due to their extensive tax bases in relation to population, they enjoy low tax rates and comparatively high expenditures per capita. This means that standards of service are high and the cost of government is low.

The fact must be borne in mind, however, that in spite of the comparative wealth of the Cape communities, their municipal economies are extremely sensitive. This is due to the fact that while their average assessed valuation per capita is extremely high, total assessed valuations are low. As a result, comparatively small expenditure, or a comparatively small loss of tax revenue, has a considerable impact upon their tax rates.

This fact should be given serious consideration in connection with the establishment of the Park and the withdrawal of taxable property from the towns' tax rolls, particularly with reference to the towns of Eastham, Wellfleet, and Truro.

An analysis of the revenue needs of the communities clearly indicates that under any course of action in regard to the acquisition of land there is a need for payments

in lieu of taxes to eliminate any fiscal shock to the communities.

It is suggested that a more equitable way of handling the "in lieu" payments than that provided in Section 8(c) of Senate Bill 2636 would be to make in lieu payments for the full loss of taxes the first year and in succeeding years to reduce the payment by $\frac{1}{2}$ the revenue derived by the town from new construction in that year.

In the event that the National Seashore Park is established the following recommendations are submitted for consideration:

I. With Reference to the Acquisition of Required Properties for the Park

In order that the Park may be established and become a functioning unit of the National Park Service without delay, and to insure its establishment at minimum cost, it is recommended that all vacant lands to be acquired be obtained forthwith.

It is estimated that property values are appreciating at the rate of 10% per year and that this rate will accelerate with the ever-increasing demand for land for development purposes on the Lower Cape. To postpone the acquisition of this property would very materially increase the ultimate cost of establishing the Park as well as impose a hardship upon present land owners who will be faced with the eventual loss of their property rights.

With reference to the acquisition of other properties, regardless of the method employed, it is recommended that these be acquired over an extended period of time as has been the practice of the Park Service in the past. By so doing the impact of any fiscal burden to be imposed upon the towns would be minimized and time so gained would allow the increases in valuations that will be generated by the establishment of the Park to develop and thus compensate for losses suffered.

While it is recommended that the acquisition of the properties required to establish the Park be extended over a period of time, it is not recommended that the Park Service be so restricted as to prohibit it from the outright attainment of those few properties, improved or otherwise, that may be determined necessary for the most advantageous location of park service centers and other facilities essential to the most effective and desirable operation of the Park. It is felt that to do so would be

to the disadvantage of both the Cape towns and to the Park in the fulfillment of its objectives.

II. With Reference to the Need for Coordinated Planning

The development of the Cape as a summer residence and vacation area has over the years progressed down the Cape. This development has only recently reached into Eastham, Wellfleet, and Truro which now may expect increasingly rapid development during the years ahead.

As the inexorable march of vacationers has progressed down the arm of the Cape, much of the charm that is Cape Cod has been destroyed by uncontrolled commercialism, congested cottage and camp colonies, neon lights, and the like. These same destructive influences are now filtering into the Lower Cape.

The establishment of the Park will insure the preservation of some 30,000 acres of the Cape and many miles of shore line, for the most part in its natural state. It will not insure the fact that the towns within which its bounds lie will not allow their remaining areas to be exploited in such a manner as to ultimately destroy their scenic, historic, and aesthetic values, and entire way of life. Indeed, the establishment of the Park and the fulfillment of the demands for development that its establishment will generate, if not properly planned and controlled, will hasten the day when these values, outside the Park area, will be lost. Should this happen, the maximum value of the Park to the Cape towns, and some of the value of the Park itself, will be lost.

It is felt that it is important that the lower Cape towns immediately initiate a coordinated planning study which will produce a future land use plan that will insure the best and highest economic use of the towns' remaining land areas and the preservation of their existing attractions. This should be followed by the enactment of zoning bylaws that will insure the plan's effectuation.

The establishment of future land use plans by the towns should be coordinated with the plans of the Park Service for the development and use of the Park area.

The importance of advanced and thoroughly coordinated planning cannot be over-emphasized.

TABLE I
ASSESSED VALUATION 1949 - 1959

	<u>Chatham</u>	<u>Eastham</u>	<u>Orleans</u>	<u>Provincetown</u>	<u>Truro</u>	<u>Wellfleet</u>
1949	10,522,900	2,320,730	5,165,870	6,365,000	2,214,398	3,128,017
1950	11,621,870	2,616,750	5,534,290	6,400,000	2,397,675	3,344,941
1951	12,582,660	2,640,537	5,917,390	2,764,650	2,519,817	3,632,785
1952	13,402,720	3,283,980	6,275,370	2,777,000	2,684,980	3,942,015
1953	14,476,210	3,556,260	6,620,000	8,918,400	2,873,444	4,312,198
1954	15,656,130	3,830,170	6,968,410	8,924,715	3,031,579	4,494,700
1955	16,921,810	4,142,825	10,183,940	9,062,620	3,148,203	4,706,465
1956	18,208,635	4,384,495	10,921,105	8,886,820	3,303,644	4,960,000
1957	19,384,620	4,766,415	11,633,985	9,959,372	4,171,145	5,312,880
1958	20,835,590	5,107,075	12,183,790	10,037,879	4,317,735	5,664,300
1959	22,085,750	5,512,440	12,838,205	10,362,820	4,506,109	6,061,750

TABLE II
TAX LEVIES 1949 - 1959

	<u>Chatham</u>	<u>Eastham</u>	<u>Orleans</u>	<u>Provincetown</u>	<u>Truro</u>	<u>Wellfleet</u>
1949	306,918	66,693	160,339	276,335	57,580	100,673
1950	303,985	75,319	163,266	364,800	74,373	100,954
1951	341,793	83,922	174,567	333,057	73,499	121,533
1952	363,820	100,457	272,597	382,677	80,991	126,144
1953	390,939	110,884	217,793	347,818	95,372	134,756
1954	424,811	141,716	234,108	305,538	118,783	144,366
1955	507,978	156,065	407,335	410,485	110,769	150,606
1956	557,993	162,952	318,167	496,787	126,130	173,600
1957	628,061	173,974	415,696	510,310	138,247	185,050
1958	714,371	189,703	421,859	554,385	142,485	198,664
1959	728,857	221,308	476,561	561,516	158,326	224,915

TABLE III

TAX RATES 1949 - 1959

	<u>Chatham</u>	<u>Eastham</u>	<u>Orleans</u>	<u>Provincetown</u>	<u>Truro</u>	<u>Wellfleet</u>	<u>State Ave.(351)</u>
1949	29.00	28.50	30.80	43.00	26.00	32.00	42.95
1950	26.00	28.50	29.50	53.00	31.00	30.00	44.86
1951	27.00	27.00	29.50	38.00	29.00	33.00	47.33
1952	27.00	30.40	30.30	43.60	30.00	32.00	48.93
1953	27.00	31.00	32.70	39.00	33.00	32.00	48.76
1954	27.00	37.00	33.40	34.00	39.00	32.00	50.48
1955	30.00	37.50	27.00	45.00	35.00	32.00	52.84
1956	30.50	37.00	29.00	50.00	38.00	35.00	57.79
1957	32.40	36.50	35.60	51.00	33.00	35.00	61.58
1958	34.30	37.00	34.50	55.00	33.00	35.00	64.35
1959	32.90	40.00	37.00	54.00	35.00	37.00	66.49

61.00

*Equalized Tax Rate - 1959

20.90	12.10	19.50	27.20	12.80	13.70	26.88
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21.10

**Per Capita Direct Tax - 1959

233.91	199.79	216.52	164.43	186.05	166.99	128.37
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147.12

*Equalized rates are rates which would have been in effect if all property were assessed at its full market value as estimated by the State Tax Commissioner for 1959 (House Document No. 2833, 1959).

**Per Capita Direct Tax is the total tax assessment in 1959 on real and personal property and polls divided by the 1955 population (State Census).

TABLE IV

Distribution of 1959 Tax Rates - All Massachusetts Cities and Towns

<u>Tax Rate</u>	<u>Cities</u>	<u>Towns</u>	<u>Total</u>
120.00 - 129.99	-	2	2
110.00 - 119.99	-	2	2
100.00 - 109.99	1	4	5
90.00 - 99.99	-	23	23
80.00 - 89.99	4	36	40
70.00 - 79.99	9	58	67
60.00 - 69.99	13	83	96
50.00 - 59.99	10	52	62
40.01 - 49.99	2	29	31
30.00 - 40.01	-	21	21
20.00 - 29.99	-	2	2
	<u>39</u>	<u>312</u>	<u>351</u>

TABLE V

All Massachusetts Towns With Tax Rate of \$40.00 or Less - 1959

Town	1959 Tax Rate	Equalized Tax Rate	Per Capita Direct Tax	
Granby	36.00	33.60	107.79	
Foxboro	32.40	32.90	124.42	Recently Revalued
Middlefield	31.00	30.30	119.97	Recently Revalued
Amesbury	35.00	26.70	76.48	Recently Revalued
Rockport	29.00	24.20	154.71	Recently Revalued
Andover	26.00	24.20	146.80	Recently Revalued
Belchertown	39.00	21.30	55.28	Recently Revalued
<u>Chatham</u>	32.90	20.90	233.91	
Otis	36.00	19.60	120.53	Population 491
<u>Orleans</u>	37.00	19.50	216.52	
Tolland	38.00	19.40	211.32	Population 101
Webster	38.00	19.40	59.49	
Dudley	38.00	19.00	77.96	Recently Revalued
West Hampton	40.00	17.20	30.95	Population 535
Mt. Washington	33.00	16.70	278.17	Population 42
West Tesbury	38.00	16.40	175.08	Cape Town - Pop. 357
<u>Wellfleet</u>	37.00	13.70	166.99	
Russell	39.00	13.50	77.85	
Somerset	39.00	13.20	120.08	
<u>Truro</u>	35.00	12.30	186.05	
<u>Eastham</u>	40.00	12.10	199.79	
Chilmark	32.00	12.00	257.73	Cape Town - Pop. 242
Gosnold	31.00	10.20	254.41	Cape Town - Pop. 100
State Average	66.49	26.88	128.37	

TABLE VI

Towns With Tax Rates of \$40.00 or Less.

(Eliminating those with recent revaluations and those with populations of less than 500)

	<u>Tax Rate</u>	<u>Equalized Tax Rate</u>	<u>Per Capita Tax Rate</u>
Granby	36.00	33.60	107.79
<u>Chatham</u>	32.90	20.90	233.91
<u>Orleans</u>	37.00	19.50	216.53
Webster	38.00	19.40	59.49
<u>Wellfleet</u>	37.00	13.70	166.99
Russell	38.00	13.50	77.85
Somerset	39.00	13.20	120.08
<u>Truro</u>	35.00	12.30	185.05
<u>Eastham</u>	40.00	12.10	199.79
State Averages	66.49	26.88	128.37