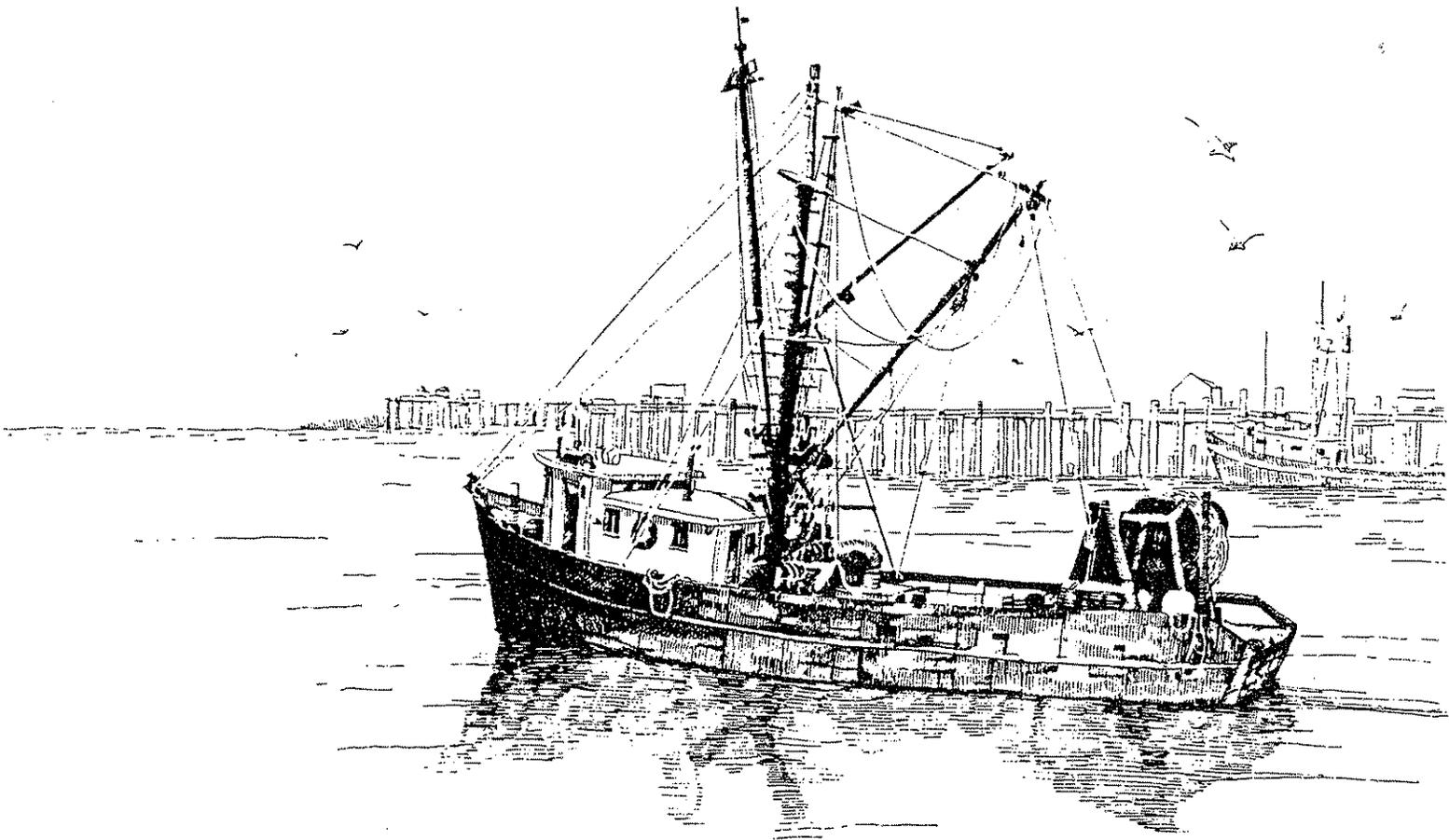


# PROVINCETOWN MASTER PLAN

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Chapter I

GOALS, OBJECTIVES, AND POLICIES

INTRODUCTION

At the 1985 Annual Town Meeting, Provincetown citizens voted to fund a Master Plan whose purpose "shall be to better order physical growth and change in the community so as to increase the amenities to the permanent residents." Five issues were subsequently identified through research among residents as being of highest priority: growth management, affordable housing, retaining the character of the community, year-round economic development, and transportation and parking. Goals, objectives, and policies addressing each of these issues from a variety of perspectives were reviewed. The result is not so much a single idea of what Provincetown might be in the future as a series of guideposts to allow us to plan for a future we want--not one that just happens. The goals are statements which are the major issues with which the community is concerned; objectives are generally shaped to give direction to the implementing policies that follow the adoption of goals and objectives.

The needs of the general public were taken into account, as were the effects of implementing the Plan. Goals and objectives were selected on the basis of their effects when implemented. Balancing the effects of implementation policies between competing interests, such as residents, landowners, and businesses was a major concern. Goals and objectives were selected with attention to their implementation costs.

This Goals, Objectives, and Policies Chapter provides an overview of the five elements in this Master Plan. Each topic is introduced by a short discussion that should be considered part of the legislative history of the selected goals, objectives, and policies. The Provincetown Master Plan Issues Papers (numbers one through five) should be considered the beginning of this legislative history and should serve as a documentary for the evolution of the goals, objectives, and policies as detailed herein. Since the completion of the growth management issues paper, however, circumstances required a shift from an inflexible growth cap to a flexible growth limit. This shift required a change in policy from a development rights system to a development permit allocation system.

GROWTH MANAGEMENT

For decades Provincetown has been plagued by growth management problems. Obtaining adequate water, sewer facilities, solid waste disposal areas, and transportation improvements are all important factors in growth management. Provincetown has con-

sistently faced limitations in the ability to provide such essential services--this has not been for a lack of trying, however.

The location of Provincetown has contributed substantially to the growth constraints faced by the community. The groundwater tends to be brackish. What fresh water there is must be carefully mined in order to prevent intrusion by brackish or salt water. Land limitations are obvious. Without much available vacant land, community solid waste disposal is excessively difficult.

Concerns about community character pervade the growth management issue, as they do every issue addressed in this Plan. Preservation of community character is considered an essential service that the Town must provide. If growth is not regulated in an appropriate fashion, in all likelihood it will despoil the community character on which Provincetown depends for economic development and maintenance.

The Town Meeting has already demonstrated a commitment to controlling growth by debating and unanimously adopting a resolution, "to adopt a Comprehensive Plan which is based on the use of a growth limit. Such a plan would establish a limit on the maximum level of the population and development within the town based on the availability of water, area for sewage disposal, and area for the disposal of solid waste." Provincetown needs to guide this commitment; therefore the growth management element of this Plan adopts the following goal:

GOAL:

To live within the limits of the Town's resources.

The current situation in Provincetown necessitates placing a limit on growth. Unfortunately, because the capacity for some essential services has already been exceeded, no substantial growth should be permitted until the full range of essential services can be provided.

As Provincetown catches up with the growth that has occurred already, it must simultaneously plan for new growth. New growth is intended to be permitted within the carrying capacity of the Town's services. Due to natural limitations of space, plus limitations due to the community's desire to preserve its unique environment, and due to the fact that carrying capacity expansion will probably be dependent on State and Federal assistance and subject to State and Federal regulations regarding the environment, Provincetown can accommodate very limited additional growth.

OBJECTIVES:

1. Development growth should be limited until such time as growth can be accommodated by the Town's essential services and then by the capacity of those services.
2. The Town should develop plans to provide adequate facilities and controls to support some level of growth in the future.
3. Ensure that the costs and benefits of growth management are distributed, particularly when growth potential is limited, so as to provide maximum benefits to the year-round residents of Provincetown and secondarily to all present property owners.

Growth should not be permitted if it places greater demands on the Town's resources than can reasonably be provided. Provincetown has presently exceeded the limits that should have been placed on growth according to the provision of public services. The transportation system and the provision of adequate quality water are two areas where Provincetown lacks the capacity to satisfy normal demand; soon, the sewage and solid waste systems may be in the same plight.

Growth must be limited. A target has been set that indicates to all the direction in which the Town will proceed.

TARGET: The Town should seek to provide adequate facilities for a long-term growth of 15 percent.

The next issue with which to deal is how to distribute the costs and benefits of this situation evenly among Provincetown's residents and property-owners. Inevitably, when growth limits are adopted, the development potential on some land in the community is diminished and some land may receive a windfall gain in development potential. Policies should be adopted so that there are not two groups of property-owners: winners and losers. In order to ensure that growth management occurs in an orderly and equitable fashion, the following policies are adopted:

POLICIES:

1. The current growth of the Town of Provincetown is limited by what could be considered to be a state of emergency. No reserve capacity exists in the Town's essential services, and growth should be severely limited.
  - a. During such a state of emergency, expansion of any use or property or any new development shall be permitted only on a severely limited basis: a maximum of ten new dwelling units per

fiscal year, until the Town increases the capacity of its infrastructure.

- b. During such a state of emergency, the only new development permitted shall be for existing residents that need new housing, limited affordable housing construction, or needed Town facilities. Replacement of destroyed buildings shall also be permitted.
2. The Town shall institute long-term, as well as emergency, planning to ensure that there is adequate capacity in all essential services, i.e., water supply, sewerage facilities, solid waste facilities, transportation, parking, and community character.

It is important to note that the Town of Provincetown is or has been engaged in studies that would provide the programs for possible additional capacity for water, sewerage, and solid waste. Thus, it is important that these policies not end with a prohibition of all growth. There needs to be a mechanism within the plan for increasing the capacity of all five of the limiting factors. The next policies then make it possible for the Town Meeting to assess the Town's situation in each of the limiting areas and to determine whether to permit additional growth.

3. The Board of Selectmen, the Planning Board, and the Board of Health shall submit annual reports to the Town Meeting on the status of each of the following areas in terms of their ability to sustain additional growth: community character, transportation, solid waste, sewerage, and water supply. (The Board of Health need only report on solid and liquid waste and water supply.)
4. The reports required in policy #3 shall identify both specific improvements made and plans approved and funded during the previous year that alter the present capacity limitations. A new capacity limit based on such improvements shall be specified.
5. Only plans that have full approval of all applicable agencies--local, State, and Federal--shall be considered to alter an existing capacity limit as stated in policy #4.
6. In setting a new limit, the Town shall adopt either a restricted capacity or a long-term growth limit. All such limits shall have a total limit, a specific number of years that the limit shall be in effect, and an annual rate. The following defines these two types of growth limits.

- a. Restricted Growth Limit: The increase in capacity is good for at least three years but no more than ten years at the rate of growth set forth.

- b. Long-Term Growth Limit: Town resources have a capacity that will last ten or more years at the projected annual rate.

7. The Town Meeting may, upon submission of a report indicating that there is capacity in all five areas, transportation, sewerage, water supply, solid waste, and community character, vote to increase the limits on the Town's growth to the level permitted by the most limiting factor.

#### COMMUNITY CHARACTER

The importance of maintaining Provincetown's present and historic character has been stressed by all groups involved in the planning process that developed this Master Plan. Provincetown's future is uniquely linked with its past because so many of the attractive features of the Town stem from its historic character. Provincetown's residents are dependent on the maintenance of this historic character both for economic reasons and for personal reasons. To destroy its visual and historic character is to risk destroying the Town's major economic base.

The visual character of Provincetown has attracted tourists for decades. The small town urban character that has arisen from historic land uses sets Provincetown apart from most other tourist towns. The established art colony has also had a unique effect on the character of Provincetown. The success of the tourism economy in Provincetown has resulted in it making up the bulk of the Town's overall economy. If the character of Provincetown were allowed to deteriorate, the economic viability of the Town would quickly follow.

The residents of Provincetown also desire to retain the quality of life to which they have become accustomed. The assault of development that is out of character for a historic town such as Provincetown can be particularly brutal. Residents of Provincetown live here because the character of the Town suits them--a loss of that character would cause many of the residents to look elsewhere for a place to call home. An exodus of residents, particularly the artists and other business-owners, would be devastating to the community.

In addition to its historic character, Provincetown has unique natural features which also contribute to its character. Provincetown is surrounded on three sides by water--a very unique and spectacular visual resource. Views of the bay, the

sand dunes, the beaches, etc., are highly sought after. Maintaining such views, for all to enjoy, is another important aspect of preserving Provincetown's community character. It should also be remembered that access to, and use of, the harbor is critical to the preservation of its traditional uses: the pressure of non-marine uses should not be allowed to displace these activities.

Provincetown and its residents, recognizing the need to protect community character, have adopted the following goal:

GOAL:

To protect and enhance the visual and historic character of Provincetown.

Since Provincetown has little land left for new development, the objectives adopted to achieve the community character goal must be directed, for the most part, at controlling modifications to existing buildings and preventing insensitive infill development. To fully protect the character of the community, however, objectives should also be adopted which encourage both new and existing businesses to use design, signage, and other displays which adhere to the basic intent of the stated community character goal. The following objectives are, therefore, adopted:

OBJECTIVES:

1. Ensure that the scale of new structures or additions to existing structures is in keeping with the overall building scale in the community, particularly with respect to historic structures.
2. Ensure that the scale of new structures or additions to existing structures resembles the human scale relationship represented by the historic structures in the community.
3. Ensure that the design of new structures or additions to existing structures is in keeping with the overall character of the Town.
4. Ensure that the intensity of land uses does not exceed the already established intensity of land use in the community, and that development does not have a negative effect on traditional uses of the harbor.
5. Enhance the character of the Town by improving the character of urban spaces, views, and streetscapes.
6. Preserve the natural features of Provincetown and ensure that views of these natural features are available to residents and tourists alike.

7. Maintain a working waterfront for commercial fishing and the traditional waterfront character.

Design standards are accepted methods for implementing the type of goals and objectives stated above. Given the variety of existing historical structures and areas in Provincetown, however, design requirements must differ accordingly. The classification of areas into different character types is, therefore, important. Once such areas are identified, then standards of review can be developed to preserve the character, according to the needs of each area. The following policies are, therefore, adopted:

POLICIES:

1. In the future, overlay zoning districts shall be adopted and mapped in a manner that reflects the areas of different historic character of Provincetown.
2. Design standards shall be adopted that require developers to analyze the buildings in the immediate area and match the general scale, roof pitch, and setback of existing buildings in the neighborhood.
3. The design standards shall be flexible enough that contrast can occur on a number of levels in building design, but not so much as to either disrupt the harmonious character of the area or degrade the character of the area.
4. The Town shall review the use of landscaping and natural vegetation in the design of developments and may consider development regulations.
5. When the Commonwealth has concluded its review of the historic designations of Provincetown buildings, the Town shall consider the adoption of historic districts.
6. The Town shall seek means of improving the quality of urban spaces, views, and public access to the water and the general streetscape.
7. Improvements to the Town and private wharfs should neither hinder the commercial fishermen nor block the visual access of the town center to its harbor and should be consistent with traditional marine use.

## HOUSING

Affordable housing has become more and more difficult to find in every community in the country. However, in Provincetown as in any tourist town, growth pressure and wealthy visitors serve to markedly increase housing costs. The price visitors can pay for housing bears no relationship to what most Provincetown residents can pay. Provincetown residents, both year-round and seasonal employees, suffer because their incomes are relatively low compared to the incomes of vacation home purchasers and renters.

Concern for residents forced from their homes by increasing housing costs has made the affordable housing issue one of the most prominent in Provincetown at this point in time. Therefore, the adopted housing goal is as follows:

### GOAL:

Provision of decent and affordable housing for year-round residents shall be Provincetown's first housing priority. Provision of housing for the seasonal work-force shall be the second priority.

The provision of affordable housing is not easy. The difficulty of this task is magnified in Provincetown because of the limited amount of growth permitted, and the limited room for growth, in general. The direction of the Town's efforts to provide affordable housing, however, are set forth in the following objectives:

### OBJECTIVES:

1. Use available programs or devise programs that will raise money to be used by the Town of Provincetown for the provision of affordable housing.
2. Devise programs or regulations that will encourage the private-sector provision of affordable housing to residents of Provincetown and to those employed on a seasonal basis.

Affordable housing programs across the country are not known for their success. Although Provincetown recognizes that providing affordable housing is nearly an insurmountable task, the Town has elected to do its best to provide needed housing to its residents. The policies available to Provincetown are limited because of growth constraints. Provincetown must look to solutions other than simply building more housing developments. Space for housing units must be found on already developed land; developers and business-people must be encouraged to think about their employees and the provision of housing for them.

## POLICIES:

1. Provincetown shall continue to aggressively pursue Federal and State assisted housing funds.
2. Provincetown's new development permit allocation system shall make affordable housing for residents a primary point scorer.
3. Provincetown shall consider the viability of passing a real estate transfer tax in order to provide a local source of funding for assisted housing.
4. Provincetown shall consider the viability of private-sector employee housing programs or requirements.
5. Provincetown shall investigate and facilitate housing solutions which are alternatives to new construction such as: shared housing/match-up programs, home equity conversions, equity sharing, and the development of a housing trust.
6. Provincetown shall consider strategies that will encourage the addition of commercial apartments to both new and existing commercial developments.
7. If an educational institution is attracted to Provincetown, any available student housing facilities should be pursued as an alternative form of affordable housing for seasonal employees.
8. Provincetown zoning should be reviewed to develop affordable housing exemptions to regulations regarding cluster developments, accessory apartments, and manufactured homes.

## ECONOMIC DEVELOPMENT

The historic backbone of Provincetown's economy was its fishing industry--it is still a sector of the economy which should be supported by this Plan. This is also true of the arts which, according to a recent study\*, contribute a cumulative economic impact of \$5.52 million to the local economy. However, it is evident that the major factor in Provincetown's economic environment is the tourist industry--which clearly results in an extremely seasonal economy.

\*Arts Market: Findings of Preliminary Study. Conducted for the Consortium for the Arts in Provincetown and Truro and funded by a grant from the Massachusetts Council on the Arts and Humanities.

The lack of employment opportunities in the off-season cause a great number of people to work and live in Provincetown only in the summer. The exodus of tourists and part-time residents in the fall causes such a drop in the economy that many of the businesses in Provincetown close during the off-season. This situation not only causes deep seasonal swings in employment, but if the tourist business experiences a bad year, then the whole economy risks a crash because it is so dependent upon the tourist sector.

The lack of room and capacity for new development, plus the Town's geographic location, preclude many forms of business and industry that might otherwise be attracted to Provincetown in order to even out the economic base. Tourism could be expanded, but it needs to be directed towards a more year-round industry rather than cramming more people in during a short period of the year. The latter strategy would only place greater strain on the Town's already stressed resources.

Provincetown needs a major year-round employer; the stability of Provincetown's economy depends on diversifying the economic base. The seasonal swings in the economy due to the tourist season are magnified because there are presently only very limited employment opportunities in the off-season, other than those offered by Town government itself. Therefore, a major economic development goal is the following:

GOAL:

1. To increase the year-round economic base of Provincetown.

Most traditional year-round businesses are unlikely to locate in Provincetown because of its remote location. There are, however, several avenues that should be pursued. Educational institutions specializing in either environmental studies or art would be natural outgrowths of existing strengths in Provincetown. Another possible growth area is the small service business. A consultant or service business is able to operate from any community that has good communications and air service nearby but a main drawback is the poor transportation service from Provincetown to Boston.

OBJECTIVES:

1. Stabilize Provincetown's economy by reducing its dependence on the tourist-driven portion of the economy.
2. Encourage small businesses to locate in Provincetown that will increase the diversity of economic sectors represented in the economy but not place undue strain on the Town's resources.

3. Encourage the retention of the commercial fishing industry.

The policy options available to Provincetown are limited in number. Since development must be limited until capacity is increased, expanding the economy without straining the Town's resources is a considerable challenge.

POLICIES:

1. The Town should reserve a specific development capacity for a 400 person educational institution.
2. The Town shall actively seek to recruit an educational institution that would establish facilities in town.
3. Industry attracted to Provincetown should be able to remove its own solid waste and not rely on a Cape landfill.
4. Any industry attracted to Provincetown should be able to live within the Town's resource budget.
5. To retain commercial fishing, the Town should avoid actions that would adversely affect this industry.

The strain on Town services felt during the peaks in the tourist season indicates that growth in the tourism industry should be directed at lengthening the season rather than attracting more visitors during the peak season. If a significant amount of new business were encouraged during the summer peak, then Provincetown would have to plan to expand facilities and services, thus jeopardizing the maintenance of Provincetown's community character. If, on the other hand, new business were encouraged during the off-season, then the Town could use the same amounts of facilities and services for a longer period of time.

GOAL:

2. To increase the tourist driven portion of the economy during the off-peak months, particularly in the late fall and early spring.

As mentioned previously, a good portion of the businesses dependent on tourism close during the off-season. In order to lengthen the tourist season, the Town needs these businesses to remain open. Shopping opportunities, however, may not be enough to entice visitors to Provincetown during the off-season. Therefore, to further increase the attraction of the Town during the early spring and late fall, other tourist activities need to be developed.

#### OBJECTIVES:

1. Encourage the development of facilities that bring a steadier flow of tourists throughout the year.
2. Avoid tactics that may increase pressure to provide expanded capacity for handling day-trippers arriving by automobile, especially at the expense of the efforts to attract the long-term visitor.
3. Encourage the development of activities or events that would attract visitors even in poor weather conditions.
4. Coordinate public-private partnerships to provide facilities or programs that enhance the desirability of Provincetown as a tourist destination in the off-peak periods.
5. Encourage the expansion of more long-term commercial activities, including resident artists, galleries, crafts, clothing, and other products that will bring regional shoppers to Provincetown.

The following policies are options for Provincetown to pursue in implementing the goals and objectives in economic development. It should be noted that no one policy will accomplish the economic development goals--in fact, most are complementary and should be pursued together.

#### POLICIES:

1. Consider development of a major art center. The activities at the art center should run throughout the year.
2. Encourage the development of a specialty hotel featuring high quality conference facilities or a spa.
3. Encourage new tourist activities related to more off-peak periods, such as Thanksgiving weekend vacations and Christmas shopping trips.
4. Encourage sectors of the economy that have served as tourist attractions to stay open as a block so that the Town does not have an abandoned appearance.
5. Develop and encourage marketing strategies that promote Provincetown activities, such as a Provincetown Business Catalog.

#### TRANSPORTATION AND PARKING

As a result of its tourist economy, Provincetown experiences vast fluctuations in numbers of vehicles--both on the roads and trying to park. During the tourist season, the influx of visitors strains the Town's transportation infrastructure to its maximum. There are several factors involved in this congestion problem. The historic layout of Provincetown, as well as the development pattern of Provincetown in more recent years, have both contributed to traffic congestion. The lack of parking and the lack of alternative modes of transportation are also factors.

During the tourist season, the roads in Provincetown become severely congested because both residents and visitors converge on the same place--the two main streets in Provincetown. The congestion is exacerbated by the narrow streets and their use by commercial vehicles as well as by passenger cars. The small but densely packed buildings make parking a real problem in the commercial areas of town. Provincetown was obviously laid out with other ideas in mind than efficient movement of automobiles.

The lengthwise spread of commercial development and the location of housing facilities in Provincetown make a vehicle almost a necessity. Yet, parking in Provincetown's commercial areas is extremely difficult. Both residents and tourists are caught in a bind; they use their vehicles to get downtown, but upon arrival, there is no place to park. The effect of the lack of any alternative transportation is readily apparent.

Although alleviating the traffic congestion is important, the residents of Provincetown have made it clear that preservation of community character is not to be sacrificed for this or any other goal.

Two other transportation issues face the Town. Of major concern is the adequacy of access to the Town from the Boston area. Deteriorated air service is a continual burden to Town residents who must either leave from the Boston airport or conduct business in Boston. A more dependable service is needed. This transportation problem also adversely affects any attempts to secure conference business for the Town that could extend the economic season.

Another transportation issue is the inadequacy of marina facilities for a tourist town surrounded by water. Accommodations in the harbor for potential water transportation and for visiting boats which can draw visitors with high disposable incomes are seriously inadequate. However, the development of solutions to this issue should not be at the expense of the existing fishing fleet.

The following goals have been adopted.

GOALS:

1. To both minimize the heavy vehicle traffic and parking demands and provide adequate facilities for necessary vehicle traffic and parking without altering the historic character of the community.
2. Improve access to Provincetown from the Boston area.
3. Improve harbor facilities for visiting boats without damaging the visual, access, and use characteristics of the waterfront or the fishing fleet.

Part of Provincetown's historic character is conveyed via the narrow streets and other characteristics that indicate horse and cart were originally the primary modes of transportation. Conventional solutions to Provincetown's transportation problems are, therefore, inappropriate. Increasing the capacity of roads is clearly contrary to the aforementioned goal, as well as the goals and objectives adopted in other elements of this Plan. Alternative methods for alleviating traffic congestion in the town center must be found; invariably, this means decreasing dependence on the automobile.

OBJECTIVES:

1. Move parking out of the center of Town, particularly from the waterfront area.
2. Make in-town parking more accessible to Town residents and in general increase the availability of resident parking.
3. Reduce congestion and reduce conflicts between pedestrians and automobiles; make alternative in-town transportation attractive and accessible.
4. Research alternative modes of transportation to and from Boston and Logan Airport.
5. Provide additional docking and/or mooring facilities for boaters without damaging the visual, access, and use characteristics of the waterfront or the fishing fleet.

The private automobile is such a convenient vehicle to use that in order to encourage people to use other forms of transportation, it must be placed at a disadvantage with respect to other available modes of transportation. In addition, since Provincetown does not want to discourage visitors but simply wants to change the mode people use to get here, alternative modes of transportation must be provided as well as concomitant services associated with the alternative modes.

The situation in downtown Provincetown is an example; in order to relieve the traffic congestion, vehicle trips downtown should be discouraged. Yet, unless other forms of transportation are offered, people will either simply not go downtown or they will drive regardless of the congestion. A related factor is the quality of the pedestrian experience. If downtown Provincetown is not pedestrian-oriented to some degree, then the Town may have trouble discouraging vehicle trips since the walking experience is unpleasant or unworkable. Needless to say, this can have an effect on the retail economy as well.

Transportation and parking policies, therefore, are extremely interrelated. Above all, Provincetown should ensure that the policies are complementary rather than working against each other.

POLICIES:

1. Provincetown shall give consideration to strategies directed at encouraging motorists to leave their cars on the outskirts of town. Strategies to be considered shall be, but are not limited to, the following:
  - a. a park-and-ride system with shuttle bus to downtown;
  - b. an in-town shuttle system to run regularly and often in season to relieve in-town traffic and parking demands and to be available during the off-season, especially to the elderly;
  - c. a pedestrian path system designed to enhance the walking environment both around downtown and between downtown and the outlying parking lots;
  - d. other possibilities might include:
    - a bicycle rental program and bike path system;
    - creation of a pedestrian mall by closing Commercial Street to vehicular traffic.
2. The Town shall give consideration to converting some of the Town wharf parking lot into a park, and to reserving part of the parking area for Town residents when equivalent or greater parking spaces have been created elsewhere.
3. Provincetown shall evaluate alternative methods of obtaining express bus service to Boston and/or Logan Airport.

4. Provincetown shall evaluate the possibility of boat transportation becoming a regular travel service between Provincetown and Boston. The type of alternative vessels available, their size, speed, and number of trips, and their trip timing should be evaluated as well as the potential for off-season service.
5. The Town shall consider strategies to increase the attractiveness of boating to and from Provincetown, bearing in mind that such strategies shall not conflict with the goal of preserving the fishing fleet. Strategies considered should include, but are not limited to, the following:
  - a. allowing additional slips on the Town wharf,
  - b. expanding the refueling facilities, and
  - c. a public-private partnership to develop a new marina or expand the present marina; however, this does not anticipate a development with commercial uses other than permitted marina-related activities.

#### PLAN AMENDMENT

The goals, objectives, and policies of this Plan represent the framework for planning in Provincetown. Before deviating from them once they are adopted, the Town should review them and determine that they need to be revised, rather than granting exceptions in an ad hoc manner which can lead to inconsistency, potential favoritism, and related difficulties.

#### GOAL:

To recognize and provide for the need to have a Plan which contains provisions for a reasonable amount of flexibility and which permits the Town to make rational, sustainable corrections over time.

#### OBJECTIVES:

1. To review the goals, objectives, and policies of the Plan every five years as part of the annual review.
2. To provide for a means of adjusting the growth management system (New Development Permit Allocation System) to resource capacity on an annual basis without amending the Plan itself.

This section of the Plan is devoted to amendment procedures. It is vital to the Town's taxpayers and citizens that there be a mechanism in place to assist the Town Meeting and administration in preserving the special character and economic health of Provincetown. When an objective is achieved, then the Town will have to plan for its future yet again in light of the facts that exist at the time. This Plan is not intended to be rigid but, rather, to provide a sound framework for decision-making. It is, in fact, a guidance system that provides feedback information to the Town, thereby permitting the Town to make rational, sustainable corrections to its plans over time.

A full discussion of each of the five issues is to be found in Chapters II through VI in this Master Plan.

## Chapter II

### GROWTH MANAGEMENT

#### INTRODUCTION

The term "growth management" is one that has a wide range of connotations. In many communities, growth management is primarily an issue of determining where growth should and should not go. In Provincetown, the primary determination of where growth should not go has already been made by the National Seashore. The legislation creating the National Seashore states:

In order that the seashore be permanently preserved in its present state, no development or plan for the convenience of visitors shall be undertaken which would be incompatible with the preservation of the unique flora and fauna or the physiographic conditions now prevailing or with the preservation of such historic sites and structures as the Secretary may designate: Provided that the Secretary may provide for the public enjoyment and understanding of the unique natural historic and scientific features of Cape Cod within the seashore by establishing such trails, observation points and exhibits and providing such services as he may deem desirable for such public enjoyment and understanding.

#### CARRYING CAPACITY AND GROWTH CONSTRAINTS

The concept of carrying capacity is an ecological one. It holds that different environments or habitats have specific carrying capacities for each species that inhabit them. The theory is that as population levels near the carrying capacity, the environmental pressures on the species limit the population growth. Populations without adequate controls experience a boom and bust cycle, whereas populations adequately controlled remain reasonably stable.

A central principle of growth management is that the land has a carrying capacity. The carrying capacity may be determined by the natural limits imposed by the land's ability to supply water or otherwise support development. A carrying capacity limit may be imposed by a community's ability to provide essential services, such as sewer, water, waste disposal, or transportation. Carrying capacity may also be a limit set to retain the character of a community. Whatever the basis of the limit, it assumes there is a maximum population sustainable in a community and that maximum population number can be identified.

For decades Provincetown has been plagued by growth management problems. Obtaining adequate water, sewer facilities, solid

waste disposal areas, and transportation improvements are important factors in growth management. Severe constraints on growth can occur if the capacity of these public facilities is limited. Following is a discussion of growth constraints Provincetown presently faces.

### Quality Water

Water clearly represents a limiting factor for many modern communities. There are numerous examples of communities whose population growth has been retarded due to a lack of water. The Florida Keys have more limited water resources than Cape Cod, and until the Navy built a waterline, there was limited development. With the advent of mainland water, the population rapidly grew beyond the system's capacity. Eventually growth stopped--the area plagued by inadequate water pressure and water shortages. Growth resumed again as soon as the waterline was enlarged.

Water is a critical issue in nearly all parts of Cape Cod. The Cape Cod Aquifer (area from which ground water may be withdrawn) is separated into several lenses (lens-shaped areas) of fresh water perched over brackish or salt water. Too rapid a withdrawal of fresh water raises the level of salt water in the aquifer, thereby rendering it unsuitable as a source of drinking water. This type of aquifer is easily polluted by surface sources because of the sandy soils which overlie it: the gasoline spill that Provincetown experienced in 1977 is an example. The elimination of such contamination is a difficult, costly, and time consuming process.

The Pilgrim Lens is very small but was used by Provincetown in the past. It was abandoned because of poor water quality due to high iron levels that substantially exceeded water quality standards. Provincetown is now dependent on water from the Pamet Lens underlying the Town of Truro, which the Commonwealth of Massachusetts made available to Provincetown in 1907. It has a limited capacity, as do all the fresh water lenses on the Cape, because they are recharged only by rain fall.

For both users, Truro and Provincetown, there is a vital need to ensure that the lens is not mined, (that is, withdrawn at rates greater than it recharges) permitting salt intrusions to destroy it. At present, Provincetown's water supply system is already hard pressed to meet the town's need on an average summer day. This issue of limited quality water supply alone could force Provincetown and Truro to adopt plans which place a cap on the amount of water that may be safely withdrawn on a peak seasonal basis. In addition, a major portion of the lens lies under land within the National Seashore.

The position of the National Seashore, in particular, is one that does not permit bargaining for long-term water supplies or

land use rights. The National Seashore is administered as a National Park which is different from the Federal Public Lands. While both National Parks and Public Lands are the responsibility of the Department of the Interior, they are subject to totally different laws. Unlike the Bureau of Public Lands, the National Seashore must protect the groundwater reserves that lie underneath, just as it must protect the habitats and resources that are present on the surface. In contrast, Public Lands can be mined, grazed, and logged.

While Provincetown has had a series of emergencies that have allowed it to gain incremental assistance on an emergency basis, living in a continual crisis is not a sound approach and can provide a poor precedent for Federal support of long-term solutions. For there is only one way a National Park can provide water on a long-term basis to a nearby community: by an Act of Congress. And Congress must weigh the concerns of a town of 3,540 permanent residents against a law which benefits a larger constituency. In order to get Congressional support, there would need to be a full Environmental Impact Statement which must show need and minimal environmental impact with specific long-term projections of growth and demand. An approach that seeks to maximize water supplies from the Seashore without a sound land use basis will fail to meet the needs of Congress for an environmental impact study that justifies the town's real needs. The National Seashore and Federal regulations, thus, may pose an additional limit on Provincetown's available water supply, beyond the physical limit itself, by placing a limit on the maximum water withdrawals from the aquifer.

There are two ways in which the water constraint could be avoided: desalinization and mainland water. We believe that mainland water can be successfully ruled out for the lifetime of this Plan. Desalinization, however, is a possibility. Key West, Florida has a desalinization plant which is used for emergency or backup purposes. Although expensive at present, breakthroughs in this area, which would lower its cost, could come any year. Even with current technology, Provincetown could use such a facility for supplementing summer peak demands. At least conceptually, this solution represents total freedom to continue unrestrained growth because the water plant could always be enlarged. However, the siting of such a plant could be a question of serious difficulty. In any case, since there is no plan currently approved for obtaining additional long-term quality water supplies, there is very little capacity to support growth in the current water supply system. Currently, therefore, water represents a resource that limits the town's growth.

### Solid Waste

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waste disposal areas, and transportation improvements are important factors in growth management. Severe constraints on growth can occur if the capacity of these public facilities is limited. Following is a discussion of growth constraints Provincetown presently faces.

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### Solid Waste

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Provincetown's existing solid waste landfill site is in the National Seashore, and the lease on the land containing the landfill and Provincetown's septage facility is due to be terminated in 1990. The SEMASS project will offer substantial relief from the solid waste problem, but metals, tires, and construction wastes can not be taken to the SEMASS incinerator. There is no state-approved implementation plan for guiding these services after 1990. Since gaining approval and building a replacement facility by 1990 may be impossible, solid waste represents a constraint on growth at this time.

Solid waste is a land consumptive use. Even assuming that metals, tires, and other nonburnable materials are recycled, there will still be a residue that needs to be disposed in an approved landfill. If such a facility cannot be located on the limited town land, then the town will either be dependent on the cooperation of its neighbors, or have to temporarily store wastes until they can be hauled off the Cape. Even so, in the end, a new site may need to be found outside the boundaries of Provincetown. In fact, the State is specifically supporting regional solutions. And any solutions will require careful projections of anticipated capacity--and that will require projections of growth.

The solid waste problem must be dealt with in terms of long-term solutions; new facilities should have a design life of at least twenty years. An extension for a couple of years at the existing facility would not resolve the basic lack of capacity to sustain growth. Provincetown must develop and adopt long-term planning solutions.

#### Sewerage

Sewerage is another area where the town's lack of land resources creates problems. The current site of Provincetown's septage disposal facility is on leased land within the National Seashore, and as with the landfill, that lease expires in 1990. The town will be required to develop a facility for the disposal of septage or sewerage. The most logical choice would be some form of land treatment facility. But all such treatment systems are land intensive--the one commodity Provincetown does not have. In addition, although recirculation systems are being designed, such a facility would probably not be desirable, in light of Provincetown's tourism-dominated economy.

The tourist business could be hard hit by the inevitable publicity that would accompany the development of a recirculation system. An alternative is a conventional sewage treatment system; but given the sensitive nature of near-shore marine waters, getting permission to discharge into the water is unlikely. High-tech advanced wastewater treatment systems have other problems as well. The experience of Lake Tahoe is instructional.

One of the nation's most sophisticated plants was built in Lake Tahoe in the early 1970's. It had very high operating costs, \$1,546 per million gallons in 1978 rising to \$4,221 in 1980. Furthermore, water quality downstream was severely impacted. The operation of such a high-tech sewage plant would require Provincetown to continually face pressure to improve performance at increasingly higher costs.

A further problem is that it is not possible to complete and receive the required State approval of the studies needed for a replacement wastewater system before the lease at the present facility runs out. This means that the town will inevitably have to devote time to interim measures as well as the final long-term planning. It also means that the town aggravates the problem every time it issues a building permit because the result is a potential demand for services from new development that the town cannot provide.

#### Community Character

The very special fabric of Provincetown makes it attractive to businesses. And that makes it vulnerable to developments--whether a Burger King on Commercial Street or a condominium project in the West End--which have triggered negative reactions from the citizens. These controversies are signs that the character of the town is being stressed by new development. Even the redevelopment of existing structures and their conversion to condos often causes more of the property to be used for parking and less available for much desired grass or trees--not to mention fewer apartments available for year-round rental.

Provincetown's building moratorium expires in the spring of 1988. It was passed because the basic zoning in place failed to protect the town from over-building. The moratorium has protected the town from new multifamily, condo, and commercial projects for the past year--except for those protected by "grandfathering" under State law.

How much growth is permitted by the town's zoning? On vacant parcels alone, there could be a theoretical developable capacity of 1,363 additional dwelling units. More realistically, about 790 units could be expected due to physical constraints on the smaller properties and simple unavailability of others. The most significant increase, however, can be expected in the more intensive use of properties that already contain some development.

Much of Provincetown's growth has occurred by the conversion of existing single-family units into several condominiums or by the construction of additional dwelling units on an already developed property, thereby bringing it up to the maximum density permitted in the Zoning By-Laws. There are also commercial properties that are able to support additional dwelling units over the commercial use.

Based on area, there could be 1,673 dwellings developed on residential properties and an additional 1,840 on commercial properties. The likely build-out would be considerably less. Regulatory restrictions, such as parking or greenspace, may eliminate some development potential and other owners may never make their property available. Therefore, only one third of these 3,513 dwelling units is likely to materialize. Even so, the town presently has 2,275 dwelling units according to the 1986 tax assessment records and the total 1,959 likely build-out is an over 80 percent increase in dwelling units. Table 1 summarizes the town's potential development.

Table 1

	Capacity	Build-out Factor	Likely Build-out
Large vacant properties	359	80%	287
Small vacant properties	1,004	50%	502
Additional development existing properties	1,673	33%	557
Residential units on commercial property	<u>1,840</u>	33%	<u>613</u>
TOTAL	4,876		1,959

There are very few communities in the country that have not granted variances or rezonings. As the town reaches full development, the pressure to rezone to higher densities and taller structures will increase significantly. The present zoning represents the current balance between these economic pressures, the amount of available land, and the present perceptions of what is desired by the community. Over-building to the point that the market collapses is possible. Miami Beach did it by converting a tropical island to a high-rise center. Introducing a new density level in Provincetown could have a similar catastrophic impact.

#### Traffic

A final growth constraint is the transportation system; activity in Provincetown on the average summer day creates major traffic problems. It is at the point where it can begin to have a negative impact on the very tourist economy that causes it. Congestion can hamper police and fire department response times. Unfortunately, there is no real solution to the congestion problem that would not destroy the fabric of the town. Yet, these traffic problems are severe enough to be a major community con-

cern; the addition of 80 percent more dwellings would clearly create even more problems. The existing traffic problems, and the impact of additional growth potential, both pose a limit to growth. The argument can easily be made that the town is at or above the capacity of its traffic network.

In summary, Provincetown's present situation is the lack of an approved, long-term, adequate water supply; therefore water represents a resource that limits the town's growth. Water is not the only limiting factor. Septage, solid waste treatment, transportation, and even the changes brought about by further development itself are also limiting factors.

The amount of sewerage and solid waste Provincetown generates poses major problems, even without the added burden of more growth. The amount of land available, both within the town and outside the borders of the National Seashore, poses a serious problem to the development of the facilities needed to treat wastewater or to dispose of residual solid wastes. Further, existing facilities are overstressed, and the town has had to devote a substantial amount of time to solving day-to-day problems. This has diverted attention away from solving the problem of the long-term need for new facilities. Currently, the town's lease on its septage and solid waste facility expires in 1990, and as yet the town does not have an approved plan for handling either liquid waste or residual solid wastes after that date. Thus, in the areas of septage and solid waste, there seems to be an existing capacity to support very little or no additional growth.

As for transportation, the studies that have been done have not found an acceptable solution to the town's traffic problems. The existing transportation capacity has been exceeded, and it is doubtful that any affordable combination of improvements that would be acceptable to the town could provide a significant increase in network capacity. New parking lots and transit services can relieve part of the problem but may be costly.

Finally, significant further development is itself a stressing factor. There are many who believe recent development has overstressed the fabric of the community. Development of the last remaining lots and continued increase in land use on existing properties will clearly stress the community's character. There is a real risk that unrestrained development will forever alter the character of the community to the point that tourists will treat the town not as a resort but as an amusement park; or they will not come at all, because the town has allowed the very attraction that formed its economic base to be destroyed.

#### NEED FOR PLANNING

The notion of carrying capacity has been a bitter pill to swallow in many parts of the country. There are, however, several

environmental factors that make this type of growth management strategy logical for Provincetown. A limited quality water supply, limited amounts of land, inadequate resources for effluent and solid waste disposal, a unique and threatened town character, and traffic and parking problems are all elements that currently represent factors limiting Provincetown's expansion.

Plans for areas with carrying capacity constraints are known as growth limits. In communities where facilities or other factors represent carrying capacity restraints, sound planning practice dictates the community set growth limits either as a cap (absolute limit on growth) or as a target (limit that can be periodically revised). All community planning should then conform to the limits.

Given a maximum population, outlining the best approach to providing needed public facilities is possible. The growth limit indicates the desired community future. There is no sound planning alternative to this practice. All too often the approach is to select population projections which are used to justify the construction of a large facility--planning simply outlines how to build the facility. And once designed, there is only the problem of how to pay for the facility. The community then finds that while it has water, it can't handle the traffic, or it needs to build yet another expensive facility. Inevitably, the more appropriate planning questions are never addressed.

Facilities planning should not be the driving force or the basis of a community plan. Rather, the plan as it expresses the will of the community should guide all other planning actions. In areas with severe limits on obtaining needed resources in order to sustain growth, the most critical question is: how much should the community grow? This question should not be answered by how large a water supply system can be designed. It has been said that Provincetown could spend more than 45 million dollars on new water, septage, and solid waste facilities. The question is how much growth is that intended to serve, is growth worth that much to the town's citizens, and will that growth lead to the kind of town the permanent residents want.

It should be noted that a growth limit is the most difficult type of growth management plan that can be considered. Nearly every case in which growth limits have been applied has resulted in a severe reduction in development expectations for landowners. As identified herein, growth limit planning must include an analysis of the limiting factors so that the limits of growth can be identified and a sufficient safety margin built into the system. Neither the courts nor politicians will accept drastic limits on growth if there is no basis for them. The legal and political issues revolve around the severity of the limitations placed on the individual landowner versus the public benefit provided by the regulations.

## GOALS AND OBJECTIVES

In all five areas--provision of adequate quality water, facilities for handling liquid waste and residual solid waste, transportation, and critical community character--there is little to no capacity to absorb new development. Some knowledgeable commentators within the current administration have indicated that there is presently negative capacity in the town's resources. If this is true, then there is an arguable case that if a use is discontinued, no new use should be permitted to take its place. No responsible government should continue to approve development until it has firm plans for adequate provision of basic services, such as water supplies, septage, and waste disposal, in place and approved.

Recognizing this, the 1987 Annual Town Meeting debated and then unanimously approved the following:

### Article 33

That the town resolve to adopt a Comprehensive Plan which is based on the use of a growth limit. Such a plan would establish a limit on the maximum level of the population and development within the town based on the availability of water, area for sewage disposal, and area for the disposal of solid waste.

In adopting this resolution, the town made a commitment to control its growth. There is not one but many reasons to do this. Any one of these reasons individually is probably sufficient basis for the town to impose a limit on its growth. However, taken together, there is no question that there is an adequate legal basis to impose a growth limit as directed by the Town Meeting resolution. The resolution leads directly to the central goal of this Plan.

### GOAL:

To live within the limits of the Town's resources.

The town has exceeded the limits of its transportation and water resources. It has no approved long-term solution to its sewerage needs or solid waste needs. The capacity of the town's character to sustain further growth is fairly debatable. How can the town meet this goal? A growth limit is an essential first step. Objectives that direct implementation policy in order to accomplish the growth management goal are intended to give greater definition to that goal.

### OBJECTIVES:

1. Development growth should be limited until such time as growth can be accommodated by the Town's essential services and then by the capacity of those services.

2. The Town should develop plans to provide adequate facilities and controls to support some level of growth in the future.
3. Ensure that the costs and benefits of growth management are distributed, particularly when growth potential is limited, so as to provide maximum benefits to the year-round residents of Provincetown and secondarily to all present property-owners.

Article 33, stated above, is clearly the antecedent of the first two objectives. The third objective stems from Article 48, passed in 1985, that states the purpose of the Master Plan:

The purpose of the Master Plan shall be to better order physical growth and change in the community so as to increase the amenities to the permanent residents. (Provincetown Annual Report 1985, p. 26)

Provincetown needs to organize its implementation policies around these three objectives. First, the growth limits for Provincetown's current situation need to be defined and the likely future situations anticipated. Second, Provincetown needs to plan for the expansion of its facilities in order to permit growth. Long-term planning for growth is extremely important, since if the town continues to focus only on crisis resolution, it will end up in the same situation soon after the present crisis is resolved. Longer term solutions must be planned for and the costs of permitting a significant increment of growth assessed.

Properly, the costs and benefits of these solutions shall be distributed so that present residents are the primary beneficiaries.

Some types of growth management programs place enormous costs on a majority of residents in a community while they bestow wind-fall gains on a few. Great care needs to be taken in order to ensure that the Provincetown growth management program is designed to avoid such a result. The town's elderly, permanent, and lower-income residents require special protection.

#### IMPLEMENTATION POLICIES

Clearly, Provincetown's current situation requires a growth limit of close to zero until the town is capable of supplying services. The town's situation with regard to septage, solid waste, and water constitute what could reasonably be considered a state of emergency. The length of time that this emergency might remain in effect is unknown, but could be extensive. Some provision is needed to provide at least for the most severely

needy of Provincetown's present citizens, those who need affordable housing.

Yet, an emergency growth limit should not be in effect forever. Therefore, Provincetown needs a mechanism to recognize when the town's services can, in fact, accommodate additional growth. In an ideal world, a facilities plan would be adopted that provided for development over an extended period. That would provide for a reasonable annual growth rate over a period of ten to twenty years. However, it is possible that the situation will be one in which the town is able to provide for only limited growth potential for a few years at a time.

Policies also need to be shaped in order to ensure that the burdens of growth management are distributed among Provincetown residents and property-owners in a manner that is biased toward the existing residents in time of severe restriction and is most equitable when there are long-term growth prospects.

#### POLICIES:

1. The current growth of the Town of Provincetown is limited by what could be considered to be a state of emergency. No reserve capacity exists in the Town's essential services, and growth should be severely limited.
  - a. During such a state of emergency, expansion of any use or property, or any new development, shall be permitted only on a severely limited basis: a maximum of ten new dwelling units per fiscal year, until the Town increases the capacity of its infrastructure.
  - b. During such a state of emergency, the only new development permitted shall be for existing residents that need new housing, limited affordable housing construction, or needed town facilities. Replacement of destroyed buildings shall also be permitted.
2. The Town shall institute long-term, as well as emergency, planning to ensure that there is adequate capacity in all essential services, i.e., water supply, sewerage facilities, solid waste facilities, transportation, parking, and community character.

It is important to note that the Town of Provincetown is, or has been, engaged in studies that would provide the programs for possible additional capacity for water, sewerage, and solid waste. Thus, it is important that these policies not end with a prohibition of all growth. There needs to be a mechanism within the plan for increasing the capacity of all five of the limiting

factors. The following policies make it possible for the Town Meeting to assess the town's situation in each of the limiting areas and to determine whether to permit additional growth.

3. The Board of Selectmen, the Planning Board, and the Board of Health shall submit annual reports to the Town Meeting on the status of each of the following areas in terms of their ability to sustain additional growth: community character, transportation, solid waste, sewerage, and water supply. (The Board of Health need only report on solid and liquid waste and water supply.)
4. The reports required in policy #3 shall identify both specific improvements made and plans approved and funded during the previous year that alter the present capacity limitations. A new capacity limit based on any such improvements shall be specified.
5. Only plans that have full approval of all applicable agencies--local, State, and Federal--shall be considered to alter an existing limit as stated in policy #4.
6. In setting a new limit, the Town shall adopt either a restricted capacity or a long-term growth limit. All such limits shall have a total limit, a specific number of years that the limit shall be in effect, and an annual rate. The following defines these two types of growth limits.
  - a. Restricted Growth Limit: The increase in capacity is good for at least three years but no more than ten years at the rate of growth set forth.
  - b. Long-Term Growth Limit: Town resources have a capacity that will last ten or more years at the projected annual rate.

This section clearly indicates that the town administration has the opportunity and responsibility to work to eliminate constraints on the town's growth. It imposes a reporting requirement to the Annual Town Meeting as to the status of that work. Clearly, the Town Meeting will have to consider the reports; if it finds that the efforts have indeed created an increased capacity, then the Town Meeting may act to increase the town's growth capacity. Any increase approved must be either of a restricted or long term type. All such limits shall be defined in terms of:

- Total Capacity,
- Length of Time,
- Maximum Annual Rate of Development.

The total capacity is set by the most limiting of the facilities available to the town, whether it be water, septage, or solid waste. The town must live within the limits of its resources. The town must also decide over what period of time to spread that growth. This then sets the annual growth rate of the town.

7. The Town Meeting may, upon submission of a report indicating that there is capacity in all five areas, transportation, sewerage, water supply, solid waste, and community character, vote to increase the limits on the Town's growth to the level permitted by the most limiting factor.

The above policy ensures that the town has a mechanism for altering the present emergency limits that constrain the current development of the town. There is a reporting procedure, standards for evaluating the reports, and mechanism for increasing the limits of growth.

While it is not proposed that the town adopt a specific growth target as an explicit policy of this Plan, it is clear that the town should look toward such guidance as it works on solving its capacity restraints. A target should be set that various town departments, consultants, and committees would work toward. Further, while it is recognized that the town may not be successful in raising the capacity of all five areas to the same level (water, for example, might be increased by 12 percent while septage disposal capacity increased by 25 percent), a target indicates to all the direction in which the town will proceed.

TARGET: The Town should seek to provide adequate facilities for a long-term growth of 15 percent.

It is believed that this represents a reasonable target in light of the possible need to approach the National Seashore for Congressional approval to use Seashore land or resources to solve the town's problems. The setting of this target does not preclude this Plan from being amended to permit additional growth in the future. In fact, provisions in this Plan for the consideration of town progress and reporting are intended to provide the Town Meeting with the information it needs to make informed decisions on the town's future.

A section of the Plan is devoted to amendment procedures. It is vital to the town's taxpayers and citizens that there be a mechanism in place to assist the Town Meeting and administration in preserving the special character and economic health of Provincetown. When an objective is achieved, then the town will have to plan for its future yet again in light of the facts that exist at the time. This Plan is not intended to be rigid but, rather, to provide a sound framework for decision-making. It is, in fact, a guidance system that provides feedback informa-

tion to the town, thereby permitting the town to make rational, sustainable corrections to its plans over time.

SELECTION OF IMPLEMENTATION STRATEGY:  
NEW DEVELOPMENT PERMIT ALLOCATION SYSTEM

The next step is selection of an implementation program which must work equitably for the town's present residents, especially for its year-round residents. The resolution of the Town Meeting that led to the development of this Plan required that it increase amenities to the permanent resident.

There are a variety of techniques available. Under current circumstances, no matter which system is chosen, there would be only a limited amount of development allowed. In the end, they all must allocate a scarce resource development potential to a few. In addition, the system must be capable of being revised frequently. The system that best does that is a permit system. A short reexamination of the options considered by the town will serve to illustrate how the system was derived.

In traditional downzoning, all property-owners would have their property rezoned to permit fewer dwellings to be built on it. Only a few would have enough land to be able to profit from new growth. The person permitted to build a restaurant or motel would be able to reap a large windfall profit, but most property-owners would lose the development potential they now have. In the downzoning system, there would be spectacular winners while most residents would be losers.

The second alternative is a development rights system. Such a system would provide all property-owners with some development rights. No single property-owner would have a windfall gain. Since there would be a limited allocation of development rights, developers would have to obtain additional development rights to build any high intensity uses. This system is based on an absolute predetermined limit on the total amount of development allowed so that the number of development rights available for distribution can be determined. Such a system would require State enabling legislation.

The alternative selected is a New Development Permit System that permits a certain amount of development to take place and establishes a scoring system to determine who can build new dwelling units or their equivalent. The New Development Permit System was selected because it is the only system that provides a sure bias toward existing residents; it can also accomplish a bias toward providing affordable housing, encouraging year-round economic development, and historic preservation. Further, it is the only system that can easily adapt from a zero growth limit to several successive growth limits. A New Development Permit allocation scoring system, contained in the proposed Zoning By-Law amendment which accompanies the Plan, has been structured

in such a way that the existing residents, for example, are favored over big developers. The New Development Permit System can be revised frequently so that development is actually only limited by the ability of the town to assure adequate facilities.

There are three resource capacity levels within the New Development Permit System. The first is the **Emergency** situation that exists as of the date of adoption of this Plan. Improvements to the town's infrastructure will inevitably lead to an increased capacity for growth. That capacity may still be highly **Restricted** or it may provide for **Long-term** growth prospects. The New Development Permit allocation scoring system used in each of these growth situations reflects a different emphasis, as explained below.

**Emergency Allocation**

The capacity in the emergency situation is essentially zero. The citizens of Provincetown who have lived here most of their lives do not provide much development pressure. That pressure comes mostly from off the Cape. The town's residents who are in absolute need of new housing should be provided for. This means that the elderly should be able to turn their home over to a younger generation and be able to build a new home. Alternatively giving land to children to build should be permitted. It should also be possible to build a very limited number of affordable housing units and permit renters to upgrade to owner-occupied housing. In general, no commercial development other than replacement should be permitted unless specifically designed to enhance the year-round economy and off-season employment of Provincetown. Essential town buildings should also be permitted.

The total demand for all of these elements is very small. The maximum number of New Development Permits given in any fiscal year shall not exceed the equivalent of ten dwelling units. All of the allocation levels are based on dwelling units or their equivalent. An Equivalent Dwelling Unit (EDU) is a standard of measure based on the sewage flow estimates from Section 15.02: General Requirements of the State Environmental Code, Title 5: Minimum Requirements for the Subsurface Disposal of Sanitary Sewage. The sewage flow estimates equivalent to a three bedroom home establish a measure for nonresidential uses. Thus, the allocation of New Development Permits for both residential and nonresidential uses is expressed in dwelling units.

In addition to the limited number of New Development Permits, there will need to be a minimum allocation point score in order to ensure that only those projects that truly meet the needs of Provincetown residents are competing for the available New Development Permits. It is not the intent of this Plan to permit a resident to apply for a New Development Permit, ostensibly for a household member, and then sell it as a vacation home.

### Restricted Allocation

In the restricted growth mode there is a limited amount of capacity that the town has provided that can support growth. It is still below the market absorption rates. That limited amount of growth can be sustained over a period of years only by limiting the number of New Development Permits allowed in any one fiscal year. The groups that were permitted to build in the emergency situation will still be favored. The base is expanded to include more town residents and larger affordable housing projects. Also, any nonresidential project that is identified as broadening the town's winter economic base is also favored.

The controls will still include a minimum allocation point score, but it is possible for a broader range of projects to be awarded sufficient points. It is envisioned that there will be years when some of the available New Development Permits will not be issued because there are an insufficient number projects meeting the minimum allocation point score. In other years, there may be a surplus of projects having the minimum allocation point score. When there is a surplus, the highest scores will be issued New Development Permits first. When there are more projects having the same score than there are allocations remaining, the Town Moderator shall hold a drawing to determine how the allocation will be made among those projects with identical scores.

### Long-Term Allocation

There is a longer and larger growth potential in this situation; therefore, the bias in favor of town residents will be much less pronounced. There is still a limit to the number of new dwelling units (or their equivalent) permitted in any given fiscal year. It may not be possible for all landowners to develop to the maximum permitted in the zoning. The individual who has been repeatedly refused is given an opportunity to build. There is still an emphasis on small residential projects rather than large developments.

New Development Permit allocations will continue to be made on the basis of point score. The requirement for a minimum score will be eliminated, except that no project with a negative score will be issued a New Development Permit. Where there is a tie, those projects having been refused New Development Permits the most often will be given New Development Permits first. If there is still a tie and insufficient New Development Permits are available, the Town Moderator will again hold a drawing to select those who get the New Development Permits. Because there is a long-term growth potential, unused New Development Permits in any one fiscal year will be made available in subsequent years.

### DETERMINING LEVELS WITHIN THE NEW DEVELOPMENT PERMIT ALLOCATION SYSTEM

The following procedure provides an orderly means for determining the proper allocation system level, and of moving from one level of the allocation system to another. The actual change is accomplished by amending Article VI, Section 6102 of the Zoning By-Laws with language as suggested in Section 6106 of the By-Laws which specifies which level of the allocation system is in effect based on the adequacy of the town's resources to accommodate that level of new development.

The procedure shall be that set forth in the implementation policies (numbers 3 - 7) in this Chapter:

1. Each year the Board of Selectmen, the Planning Board, and the Board of Health shall be required to make a report to the Town Meeting on the status of each of the following areas in terms of their ability to sustain additional growth: community character, transportation, solid waste, sewerage, and water supply. (The Board of Health need only report on solid and liquid waste and water supply.)

The report shall be presented by the Board of Selectmen and shall indicate the overall status of the Town's resource limitations and all programs in progress or being proposed that would alter the capacity of the Town's resources, including specific improvements made and plans approved and funded; only plans that have the full approval of all applicable agencies shall be considered to alter an existing capacity limit. The report shall include specific details of any change in capacity due to modifications in the Town's infrastructure and the use of capacity due to new construction. Similarly, any accidents or changes in State or Federal regulations that impact the capacity shall be reported.

The purpose of these reports is to make recommendations on whether to change the level of the new development allocation system in effect. The report shall indicate when capacities have been increased, specify the new capacity of each, and indicate which of the resources is the most limiting. The most limiting resource shall be used to make a decision as to which of the allocation system levels should be in effect: Emergency, Restricted, or Long-term. In addition to the previous description of each level, it is suggested that the following criteria shall be used to determine the allocation level in effect (the purpose being to build in an automatic four to five year warning system to slow growth while solving any particular capacity problem):

- a. Emergency shall exist any time there is capacity for less than 45 dwelling units or their equivalent. Further, a state of emergency shall exist whenever an accident or other event occurs that artificially restricts capacity.
- b. Restricted shall exist when there is capacity for at least 45 dwelling units or their equivalent at an allocation rate of at least 15 New Development Permits per fiscal year. The maximum number of new dwelling units per fiscal year shall not exceed 40 unless there is at least a capacity of 400 new dwelling units. A restricted allocation level shall run for at least three years but no more than twelve years. Any time a Long-term level reaches five years remaining capacity it should revert to restricted.
- c. Long-term shall exist only when there is capacity to serve at least 240 new dwelling units or their equivalent. A minimum allocation rate of 20 new dwelling units per fiscal year shall be established. When only five years capacity remains, reducing the allocation level to Restricted should be mandatory.

The recommendations made to the Town Meeting shall fall within the guidelines herein.

A discretionary element remains, however. The minimum threshold for both the Restricted and Long-term is so low that the annual report may recommend to either stay on a lower level or increase to a higher level. For example, 240 units could be a Long-term allocation level at 20 units per fiscal year for 12 years or a Restricted allocation level at 30 units per fiscal year for 8 years. This type of policy decision can be presented to the Town Meeting. The system is designed to provide flexibility.

2. Beyond the flexibility of the allocation system, the overall Plan itself should be assessed every five years along with the annual review (see Chapter VII). After all, it should be remembered that there are often issues that were not critical or foreseen when a plan was developed. Provincetown, at this point in time, has no need for policies that manage growth other than by sheer health and safety standards--the limits on growth are automatic. The day that Provincetown can choose whether or not to allow growth to keep pace with demand is unforeseen. Yet, if new technology breakthroughs made it possible for Provincetown to accommodate all the development demand, then the Town would face an issue with which the current growth management section of the Master Plan is poorly equipped to deal.

New issues may require a reassessment of goals, objectives, and policies. At this time, Provincetown wants to allow as much growth as possible--simply because very little growth is possible. If more growth could be accommodated, the town may decide it wants to limit growth in order to preserve the character of the town, or for some other reason. The Master Plan, therefore, would need to be updated.

#### OTHER IMPLEMENTATION CONSIDERATIONS

Under current Massachusetts law there is one group that escapes the burden of the growth limitations/New Development Permit Allocation System: existing lots in subdivisions created within the last eight years. Developers holding this land reap a windfall. There are two possible solutions, but both require special legislative authority. The first is to obtain an exemption from the law as it applies to Provincetown's emergency situation, placing all landowners on an equal basis. The second alternative would provide a tax on real estate transfers and a fee for water hookups that would provide revenues to the town to purchase many of these properties. Considering other demands on the town's financial resources, the second alternative is unlikely in the foreseeable future.

Another consideration is that part of Truro is served by Provincetown's water system. At least one of the same emergency conditions exists for these residents as it does for the residents of Provincetown. Of course, the Town of Truro issues the building permits in that area, not Provincetown. It would be well to work toward an intergovernmental agreement to implement an equitable set of rules for the area served by Provincetown's water system.

## Chapter III

### COMMUNITY CHARACTER

#### INTRODUCTION

What type of community is Provincetown and in what direction is it headed? Answers to these questions are two of the most critical aspects of the town's planning. While the growth management element of the Master Plan addresses adequate facilities, there need to be policies addressing the visual aspects of poor growth that assault the residents every day.

The term "community character" is intended to cover a broad spectrum of concerns. First and foremost, community character is a visual concept; in Provincetown, however, community character cannot be taken as a simple aesthetic concern. No other town in Massachusetts has a greater percentage of its total buildable area in an historic district. Few towns in the nation rely on the visual and historic character of the community to provide their economic base as Provincetown does. There is no question that the major industry underlying Provincetown's economy is almost totally dependent on the preservation of this character. While the types of community character discussed herein are often arrived at from a visual perspective, they have been defined in land use, economic, social and lifestyle terms as well. Failure to protect Provincetown's character will inevitably lead to a decline in the tourist economy, elimination of the economic benefits of its status as an art colony, and a drastic alteration in the quality of life.

Provincetown's present regulations do not protect the town's community character. The town has a rich architectural and historic heritage; a quality that is not found in such abundance in most communities. The desire to preserve this heritage is likewise not being met by the existing regulations. The failure to provide for the protection of community character is at the root of most zoning controversies. This Chapter lays the essential foundation for a series of overlay zones and other regulations that are intended to protect the town's rich and unique character.

#### PROVINCETOWN

Provincetown is a small, relatively isolated town. It is on the end of Cape Cod and surrounded on three sides by water. It is further contained by the Cape Cod National Seashore. Provincetown is connected to neighboring Truro by a narrow strip of land which has most of its buildings on the Bay side. The remaining land in this strip is comprised of Pilgrim Lake and the dunes of the National Seashore. Limited access, in con-

junction with the lower density development in the remainder of Truro, serves to set Provincetown off as a town in a more or less rural area.

Provincetown itself is a 19th century seaport town with an extensive historic heritage. It is a town with a relatively mixed land use pattern. The traditional development pattern consists of small structures built on very small lots at a very high density. The standard residential zoning is a 5,000 square foot lot, with two principle structures per lot. This provides a very urban character, but because of the scale of the structures and the traditional yards, it is a small town type of urban character, very different from Boston, for example.

The natural features of Provincetown also contribute to its character. A high percentage of the dwellings in the town have views of the bay, sand dunes, woods, wetlands, or beaches. These views present a strong contrast with the urban features of the town. This "borrowing of space" is an essential ingredient of the town's character. It is a major component determining property value; water access or good views are widely sought.

#### COMMUNITY CHARACTER

There are five related components involved in describing community character. The first is a view of the large scale components of a community (such as type of land use and intensity of use) to determine what **type** of community it is. A second crucial factor is the community's **scale**. Both of these components view the community on a relatively "**macro-scale perspective**." The third component is the relationship of people to buildings; this is the "**micro-scale**" end of the community character spectrum. A fourth aspect is the **design** of development and the degree to which it contributes to a cohesive community. The way that we live in different communities and the opportunities for different **lifestyles** represents a fifth perspective that is particularly related to the type of character and the scale of the community.

The theoretical elements of each of these components are presented in the community character issues paper which is one of the background elements of this Plan. The essential elements of the community are described in more detail in this section as a prelude to the description of the community character policy elements of the Master Plan discussed later in this Chapter.

The first perspective, **type of community**, is assessed using a view of community character based on the aesthetic and functional aspects of different communities. An objective system of analysis is applied to the existing land use pattern to determine the character that exists. The type of land uses, their density, and their distribution are measured. This type of visual character relates directly to the lifestyle that is ex-

pected and experienced by most residents and visitors to the community.

The second perspective, **community scale**, also relates back to the type of lifestyle expected in a community. Community scale is basically a size issue. The dynamics of human life in a community change with scale just as does the visual nature of the community.

**Micro-scale** issues define the relationship of a person to a building or space. While this is also a size issue, its orientation to the individual rather than its relationship to community functions results in very different concerns. The impact of an individual building is felt at this level.

The impact of the **design** of a building or group of buildings on the community is a much more subjective issue. For example, there may be substantial differences in opinion concerning the impact of different types of signage. Architectural qualities such as harmony, contrast, texture, and roof-lines are all vitally important but represent a difficult task in terms of achieving a community consensus as to what is good.

All of the physical attributes of development and design ultimately relate back to how we use our community. The type of activities that take place in a community and the various **lifestyles** available to residents define certain types of relationships. Although the first two components stressed their relationship to lifestyle, it is a factor that needs to be considered in all of the community character components.

#### Community Character Type

There are three basic types of character: urban, suburban, and rural. These three types of character can be further divided into seven classifications by subdividing each of the basic classes into two or more additional types, five of which are applicable to Provincetown. For Provincetown, the urban character category has been subdivided into three classifications, urban core, urban, and urban transition. The other two categories, suburban and rural, have not been subdivided. Following are descriptions of each of these categories and subcategories.

1. **Urban Core.** Urban core is a very intense and massively scaled urban environment. The buildings are generally mid-rise (4 stories or more) or high-rise. The height of the buildings and their scale establishes the character of spaces in urban core environments. The central business area in Boston is an urban core. High access to a large variety of uses is essential to this character type. While there are no areas within Provincetown that exhibit this character, there is the possibility of pressure to allow such buildings.

One of the common disasters in Florida has been the erection of high-rise condominiums along the ocean front. The character of these areas and the wall effect, cutting off residents of the community-at-large from the water, represented a change in character of considerable magnitude. Discussed here only as a warning, such a change of scale and character would create more far-reaching impacts on Provincetown than the over-building of Miami Beach had on that community.

2. **Urban.** The urban community character type most closely resembles the classic urban design environment where buildings define and enclose spaces. The spaces are architectural and often function beautifully with little or no vegetation. The ground is likely to be paved. The urban environment is designed to bring people into close contact and to maximize personal interaction. Congestion is desirable in commercial areas in that it provides the needed interactions for successful commerce. Privacy is typically obtained in private interior spaces: small walled courtyards or fenced yards. The skyline is architectural and is defined by the roof-lines of the surrounding buildings. The Commercial Street area in Provincetown is clearly an urban area.

Most of the residential sections of Provincetown have an urban character, although that character is modified by a number of special attributes described in other sections. The residential areas are a lovely example of an urban environment whose scale is in keeping with humans. The topography and vegetation of the residential areas softens the architectural character of the buildings although they still retain the high degree of enclosure that typifies urban environments.

3. **Urban Transition.** Urban transition is a transitional category that has developed where urban uses move into undeveloped areas that can only be accessed by automobile. They are, in fact, urban places transferred to the suburban fringe of cities.

The impact of the roads and parking areas for automobiles are the driving forces that determine the character of this type of environment. While they are clearly urban in character and scale, the dominance of the automobile has left such areas with little or no attractive features. Missing are the well-defined enclosures and human scale of classical urban design. The degree of enclosure is inadequate; it can not focus and direct human activities as is the case in an urban environment. The degree of enclosure is sufficiently high, however, so that a feeling of suburban spaciousness, lack of congestion, and privacy can not be had. The buildings are widely spaced, which tends to destroy any sense of place. This condition is further aggravated by parking lots and roadways in the spaces between buildings.

The small strip shopping areas that have sprung up on the outskirts of Provincetown are an example of urban transition. Yet, as with the urban core, this is a largely foreign character type in Provincetown and one that should be discouraged or prohibited because of its contrast to the community's character.

4. **Suburban.** This type of area is vastly different in character from the three urban types of areas. Suburban communities have sufficient open space between or within developments to provide needed contrast and balance to the buildings. The spaces are more accurately open spaces because they have lost their architectural quality; instead, the open spaces present a garden-type or natural appearance. Historically, the open spaces which provided the suburb with its character were simply vacant lands that had not yet been developed. For this reason they are referred to as "borrowed space." This term refers to the practice of borrowing nature or views from adjoining land.

In suburban areas, human interaction is generally lowered from the intense commercial level to the social level, and individual privacy is greatly enhanced. While total privacy does not occur on the suburban lot in Provincetown, a substantial sense of privacy is maintained. There is a balance between the man-made and open space elements of the community.

The subdivision known as Meadowview Heights is one of the few sizable examples of suburban development in Provincetown. The topography of the area provides considerable interest within the development and also spotlights its, distinctively different character. Much of the new development at the town fringe has followed this pattern. The preservation of natural vegetation to the maximum extent possible must be considered an important element of providing a high quality suburban environment.

5. **Rural.** Rural is an undeveloped landscape. The term landscape has been selected intentionally. Rural spatial characteristics have more in common with landscape painting than with urban design. Near Provincetown, the rural areas are wild natural areas, predominantly mixed woodlands, dune environments, and the sea.

The point of particular importance to Provincetown is the impact which surrounding space has on the overall community character. In a town that is for the most part only 2,500 feet in width, character is strongly influenced by surrounding open space. The rural landscape and the seascape provide a tremendous element of contrast and a vast reservoir of borrowed space on which the community can capitalize.

### Community Scale

Human communities exist on different scales. There are places where the scale is very small and the human element is significant--allowing one to quickly traverse the area on foot in a minute or two. At the other end of the spectrum are ultra-large places where the individual is minute in comparison to the whole, and where an hour or more of auto travel may be needed to traverse the area.

Classifying areas by scale is an important element in defining community character. Scale is a particularly important element in Provincetown. Without this concept, understanding how to develop regulations regarding the design of new structures in Provincetown so that it will turn out differently than Boston is difficult. Understanding the rural-urban qualities of Provincetown that distinguish it from other areas is critical.

The various classes of scale are discussed in the text below. Although these classes carry titles that relate to free-standing communities, such as Provincetown, the larger units are often made up of smaller units. The following classes are some of the major points along the community scale spectrum. Illustration 1 has graphic examples of these classes.

1. **Hamlet or Cluster.** A hamlet or cluster is a very small group of buildings ranging from three or four buildings up to as many as sixty in an urban cluster of townhouses. While the hamlet clearly refers to a totally free-standing community, the cluster is a building block of larger units. Thus, there are two scales working here. The hamlet is likely to be a small urban node set in a rural landscape. The cluster, on the other hand, may be urban or suburban in character with the possibility of neighboring units being of any character. In each case, no more than two minutes of normal walking should be needed to traverse these small scale areas. The paradox of clustering is that by bringing individual buildings closer together and providing more open spaces, a superior suburban environment is created.

The linear nature of Provincetown limits the potential for clustering to some degree. For new development on the fringe of town, clustering needs to be considered as a means to maintain the traditional architectural character of the town, while still providing a different type of area in which to live.

2. **Village or Neighborhood.** A village or neighborhood is a real social unit. Each is large enough to sustain substantial interactions and has a number of smaller social units functioning within its boundaries. These areas are also large enough to support nonresidential activities which serve only the immediate area. Walking through a village or neighborhood might take as long as five or ten minutes.

In Provincetown, there are certainly east and west neighborhoods separated by the center of town; the central commercial area on either side of Town Hall forms another neighborhood.

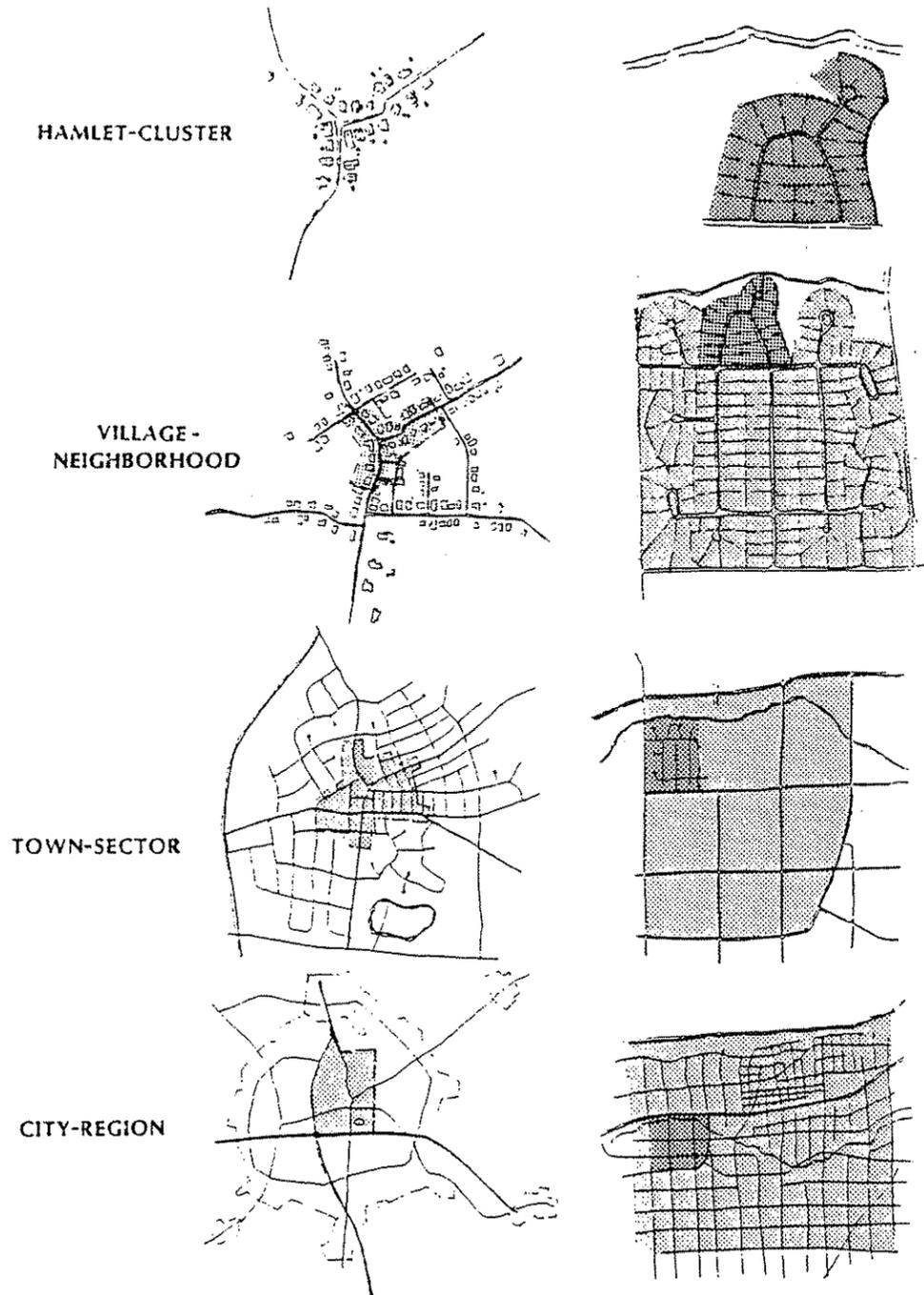
3. **Town.** Towns are composed of groups of neighborhoods and are large enough to support considerable diversity in nonresidential activities. Unlike the preceding community types, towns are large enough so that areas within them may have significantly different characters. The center of town may be denser than its surroundings, although this is not an essential element. Towns occupy a broad band in the size spectrum. The smaller towns may take from ten to fifteen minutes to traverse on foot, the larger ones may take over an hour. At the lower end of the scale, towns may be small enough to retain a clear sense of identity and place throughout. Large towns often lose these characteristics.

Provincetown is a town that has been shaped by its seafaring past. Its linear orientation to the water was important in the town's history as a fishing community. That shape now means that to walk from one end of the community to the other is a significant effort, even though the size of the town is not that large. This factor complicates the transportation and parking problems and in some cases makes Provincetown seem larger than it is.

4. **Cities and Metropolitan areas.** The city and metropolitan areas comprise the next level in this system. Provincetown has insufficient land to grow into a city. However, to the extent that Cape Cod is becoming part of the Boston metropolitan area, it should be noted that one of the threats of a metro area is that communities can lose their identity.

Illustration 1

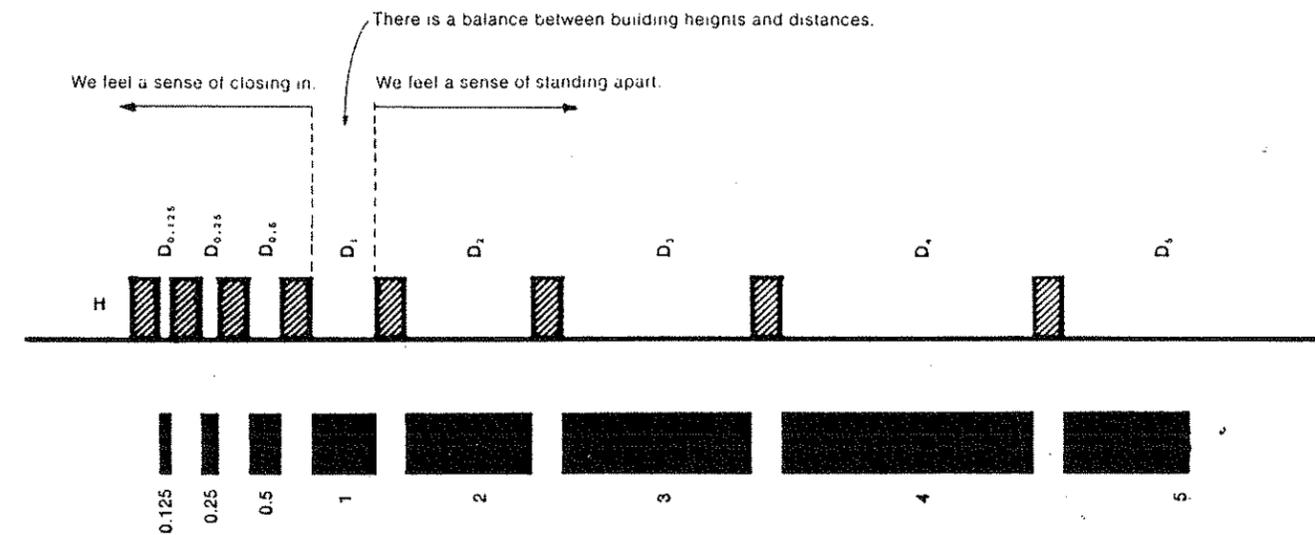
COMMUNITY SCALE



Micro-Scale: The Relation Between People And Buildings

The micro-scale concept deals with how a building or space relates to its inhabitants, and to other buildings or spaces. Scale, by its very nature, is subject to quantification, at least on a relative basis. There are several methods for measuring scale. The first which is commonly used in urban design relates the distance across a space to the height of its enclosing buildings. This measure is expressed as the D/H ratio. Classic urban spaces that are studied in urban design texts have D/H values from 1 to 4 and are thought of by many architects to represent the maximum values consistent with urban spaces. (See Illustration 2.) Many new buildings in Provincetown would be classified as urban transition because they have D/H values that exceed 4.

Illustration 2



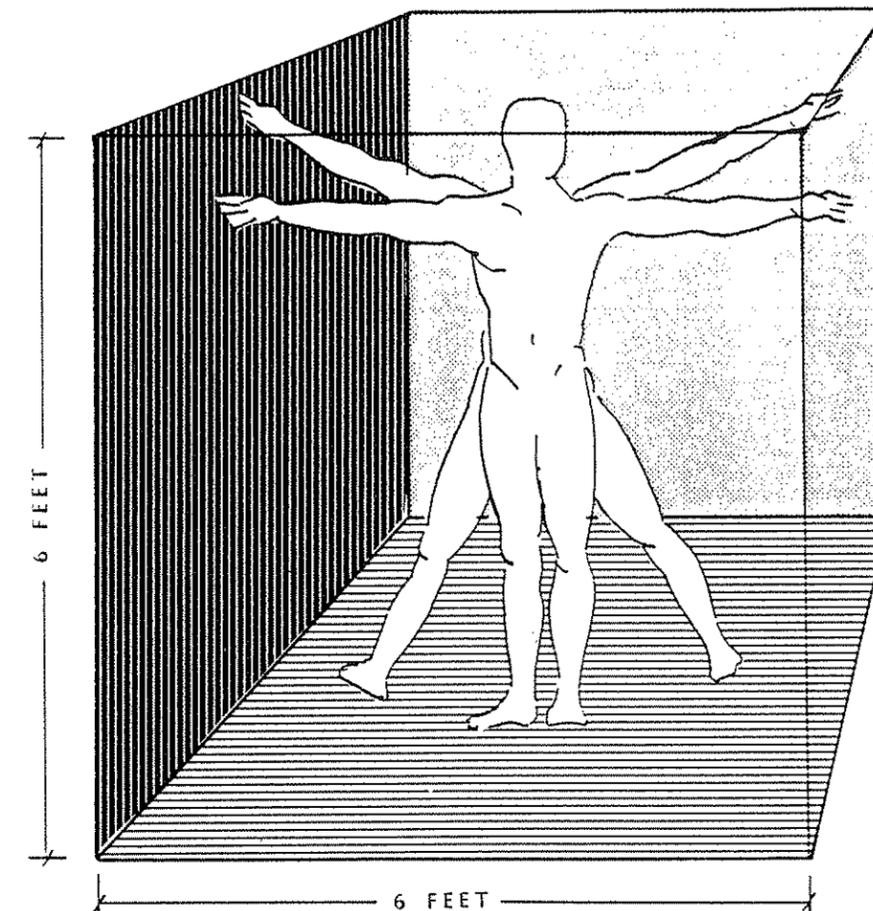
Source: Exterior Design in Architecture. Yoshinobu Ashihara. Van Nostrand Reinhold Co., NY. 1970.

This measure is most appropriate on Commercial Street in Provincetown. There are relatively few true spaces on Commercial Street such as squares or plazas as opposed to street space. Those that are present should be improved to provide high quality urban spaces. A second area of concern is the creation of spaces that lead off Commercial Street. There are a number of these presently, and they should be improved. The possibility of creating a short pedestrian street, providing an additional view of the water, a garden or small park, as well as retail or gallery space should be encouraged. In the coming years, opportunities to achieve these objectives should be explored. No specific plan has been presented here, rather the town should seek to take advantage of opportunities as they arise.

The D/H measure can also be used to ensure that in walking along Commercial Street there is a continually changing quality to the street itself. Presently, the street has a wide ranging set of D/H values as the width of the street from building to building changes. There is economic pressure to build as close to a street as possible to gain a few extra feet of commercial space. Each development should be assessed as to the impact the proposed development has on the streetscape as a whole and whether the proposed development would create a more varied and interesting streetscape or one that is dull and monotonous. At the same time, too much variation is confusing. By reviewing the impact of the proposal on the streetscape in either direction, the desirable qualities of Commercial Street may be preserved and enhanced.

A second measure devised for micro-scale analysis is one that compares the volume occupied by a human to that of the buildings or spaces involved. The volume occupied by a human corresponds to Leonardo DaVinci's well-used illustration, and results in a volume of 216 cubic feet. This volume can be used as a measure of the mass or volume of structures in terms of their relation to human scale and in terms of a specific, quantifiable means of measuring a building's scale in relation to the others in the neighborhood. Thus, if a 1,000 square foot home has a volume of 12,000 cubic feet (20' by 50' by 12' high), it then has a value of 55.5 scale units (12,000 divided by 216) when compared to our human-based volume. This measure is represented in Illustration 3, on the following page.

Illustration 3



**216 CUBIC FEET**

**SCALE RATIO**

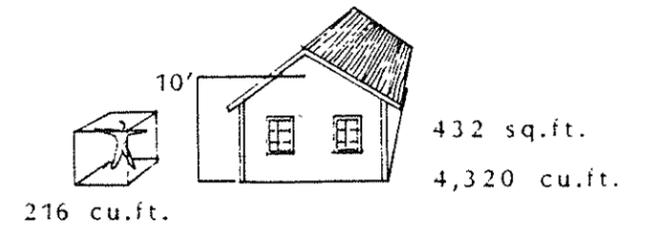
**BASIC VOLUME UNIT**

Illustration 4, on the following page, depicts a number of structures to provide a sense of what different human volume values might look like. The critical use of this tool is not necessarily in setting a specific maximum or minimum building mass for the community, but rather to provide a technique for determining whether the proposed building fits into the existing character in terms of its micro-scale.

# SCALE RATIO

Illustration 4

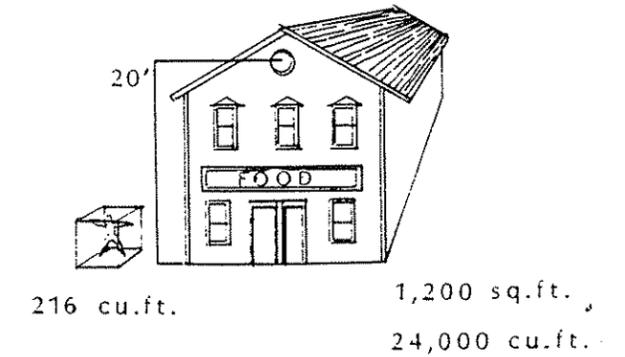
20



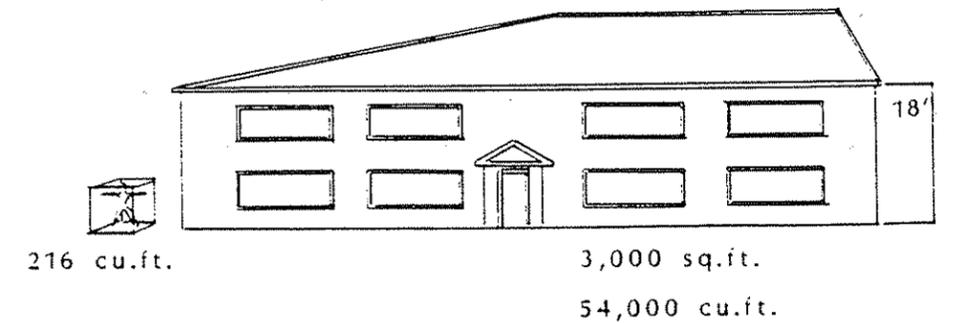
52



111



250

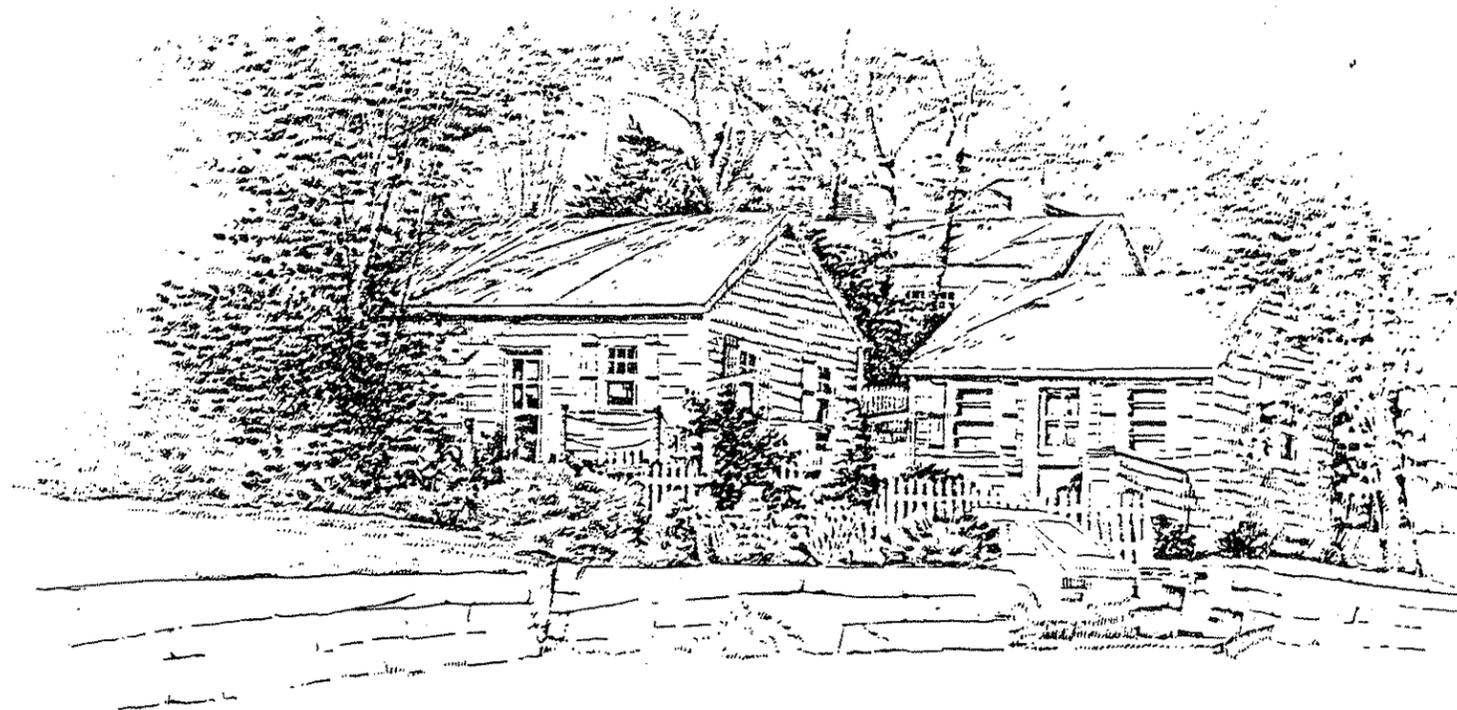
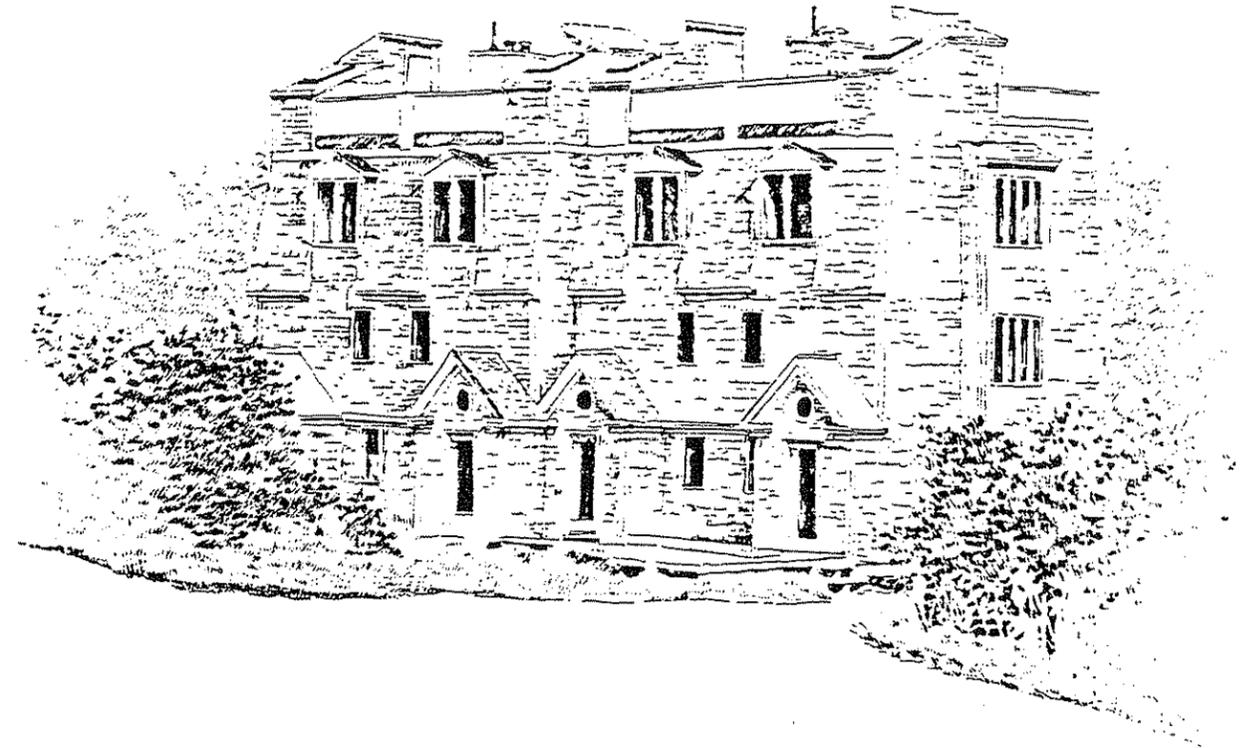


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Out-of-character building scale has been a significant problem in Provincetown. New condominiums which might fit in somewhere else have been built in several areas of the town; they are out of scale here in Provincetown. There has been adverse public reaction to the developments because they are inappropriate for Provincetown. The scale of most residential structures is rather modest in Provincetown. The small building size, together with high average densities and the use of separate structures on a single lot, contribute to the town's unique character. The introduction of uses with very large masses will alter the character of the neighborhood even though they do not increase the density of the area (see Illustration 5 on the following page). Even if the developer uses traditional Cape Cod materials such as weathered shingles or grey siding and white trim, it does not alter the fact that the development and its buildings are out of character with the area.

The Master Plan proposes regulations which require developers to analyze the buildings in the immediate area of their proposed development and to match the general scale of the neighborhood. The scale ratio of the buildings is to be recorded and the average determined. A standard will be set for the degree of deviation from the average. The degree of deviation permitted cannot be too large or any significant number of permits will result in the altering of the community average.

In general, while a community may have occasional buildings that are out of scale with the remainder of the community, they should be buildings of importance to the general public so that their difference has a symbolic meaning. The Provincetown Town Hall is an example. The building contains a substantially greater mass than surrounding buildings which are from one fifth to one third the volume of Town Hall. Since the Town Hall is basically alone in this category, and has importance to the community as a whole, it fits. On the other hand, condominiums such as several recently built in the West End not only are out of scale, but have no reason to be out of scale because they are the same basic residential use as their neighbors.



## Design

The design of individual structures can be divided into a whole range of perspectives. For example, the degree of contrast between buildings can range from no contrast (i.e., monotony) to total contrast (i.e., discord). Although harmony is a goal, individual buildings within a neighborhood should have enough contrast to ensure interest, but dramatic contrast should be limited to a building that has a significantly different function. A school or church in a residential area could contrast sharply, but residential units or multifamily structures should not. The Town Hall or post office could contrast with downtown commercial uses, but the degree of contrast among commercial structures should be kept within limits. For example, one of the problems with commercial development is that as signs seek to compete for an individual's attention, the result can be discord, a situation in which the messages that each sign seeks to communicate are lost.

Contrast can occur on a number of different levels such as color, scale, orientation, signs, landscape, texture, materials, and architectural style. Yet, there also needs to be a number of common threads in order to make a community design work. In a historic town such as Provincetown, a concern for contrast is very important. The very economy of the town is dependent on the tourists' visual impressions. One building that contrasts too sharply can destroy the appearance of a whole street section. Regulations need to be adopted that provide for the review of projects to ensure that the character of an area is maintained or improved.

The design details that contribute to Provincetown's character are more often than not architectural. The town contains a wealth of architectural styles. These range from timber-frame vernacular architecture dating from the earliest period 1746 to the 1840's to Greek revival and Victorian homes. This variety creates a diversity and richness that adds interest and charm as well as historical value to the town. The degradation of historic structures with tacky, ill-proportioned additions detracts from the character of the town. Restoration and improvement of these historical buildings is an important element in the town's plan.

Architectural elements can create problems if they are ignored. The conversion of the former Historical Society Building is a prime example of Victorian architecture ruined by the store fronts that have been tacked on. Actions such as this disrupt the entire streetscape. Elements such as street furniture, lighting, and signs (both town and commercial) are all critical to maintaining a community's character. While all of these elements may be viewed as being frills, they are essential ingredients in the creation of quality urban environments.

Vegetation is also important. While vegetation should not be ignored in urban/town environments, it becomes increasingly important in small towns and villages. In the commercial areas of Provincetown, trees are used as decoration or to focus attention on particular aspects of the space, or to provide shade. In the residential areas, despite the urban character, vegetation, whether trees or gardens, is a critical humanizing element.

## PROVINCETOWN'S CHARACTER

The Community Character Scale is an objective means of illustrating many of the points that have been made earlier about the character of Provincetown. The Community Character Scale is a version of the triangular diagram engineers use to classify various types. It is a graph upon which the percentages of three different components can be plotted. Illustration 6 shows the community character scale with no information plotted. Each corner of the diagram represents the point at which the area is all a single character. The scales along each side of the triangle permit easy plotting of the percentage of any one of the three types of character. The six types of community character divide the triangle into six character areas.

In order to use the community character scale, the percentage of an area that is urban, suburban, or rural must be known. Illustration 7 depicts a hypothetical area that is 65 percent rural, 25 percent suburban, and 10 percent urban.

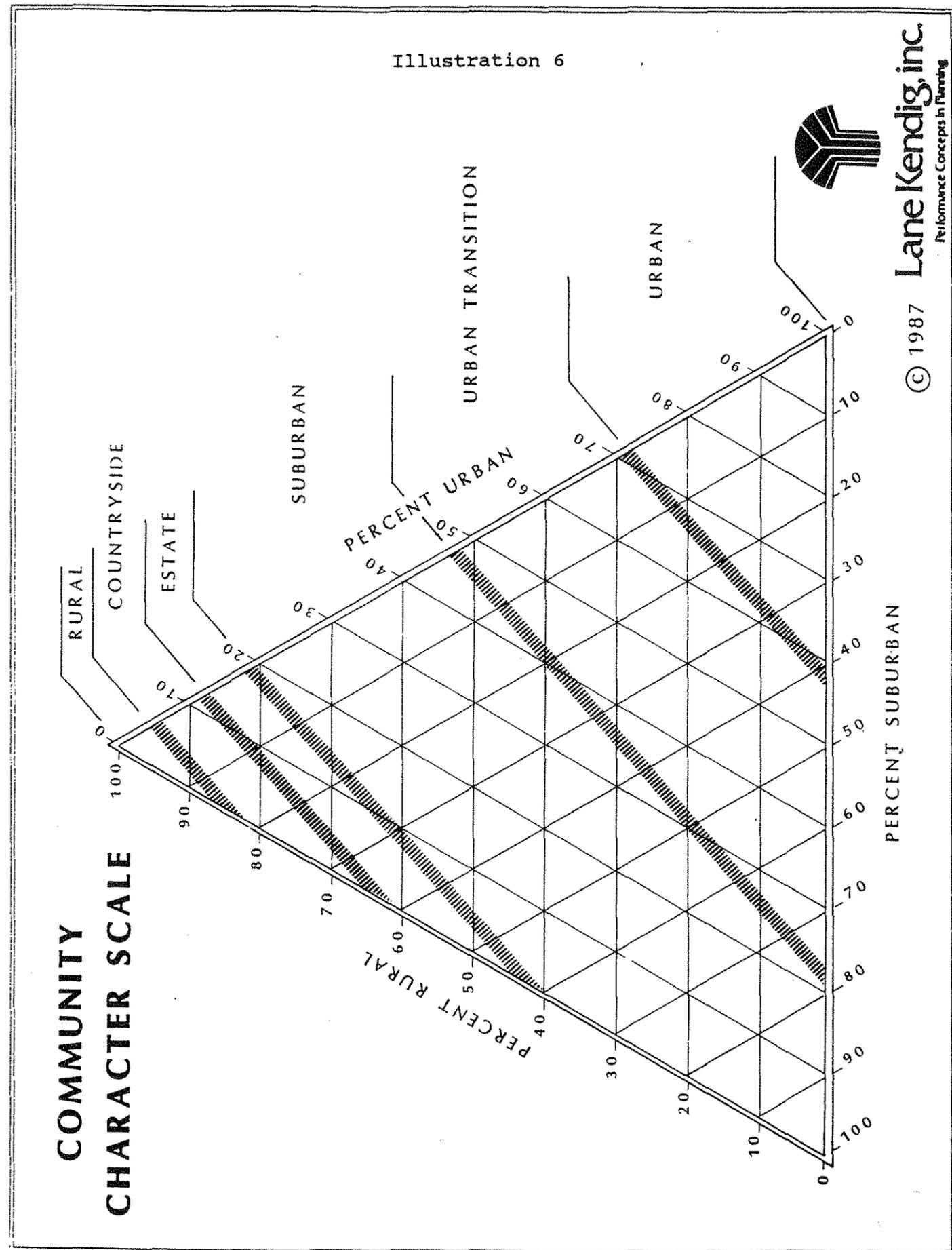
The community character scale is useful not only to plot existing character, but to predict possible future character. Since in most instances rural is assumed to be vacant developable land, all possible futures lie below the existing character point (see Illustration 8). If all future development was suburban, then the future would proceed along a line parallel to the left-hand side of the community character scale. Urban development would proceed parallel to the right-hand side of the triangle. Any land to remain rural would create a limit to possible changes in character.

The distribution of land in Provincetown was calculated from detailed mapping of the town. Some development has occurred since the most recent aerial photographs available (September 20, 1984) that were used as source material, so the character today may be slightly more urban than indicated here. The community character scale was used at three different levels to illustrate how the characteristics of the town can change. The entire area of the town was used in order to illustrate the importance of the open lands surrounding the town proper in creating a small-town character. An analysis of the built-up area and the immediate peripheral area indicates the true character of the inhabited part of town and the importance of borrowed space to the town. The character of the town in each of the three rings is listed in Illustration 9 and shown in Illustration 10. Note the dramatic

shift in character towards the rural end of the scale that occurs when progressively larger areas are included in the evaluation.

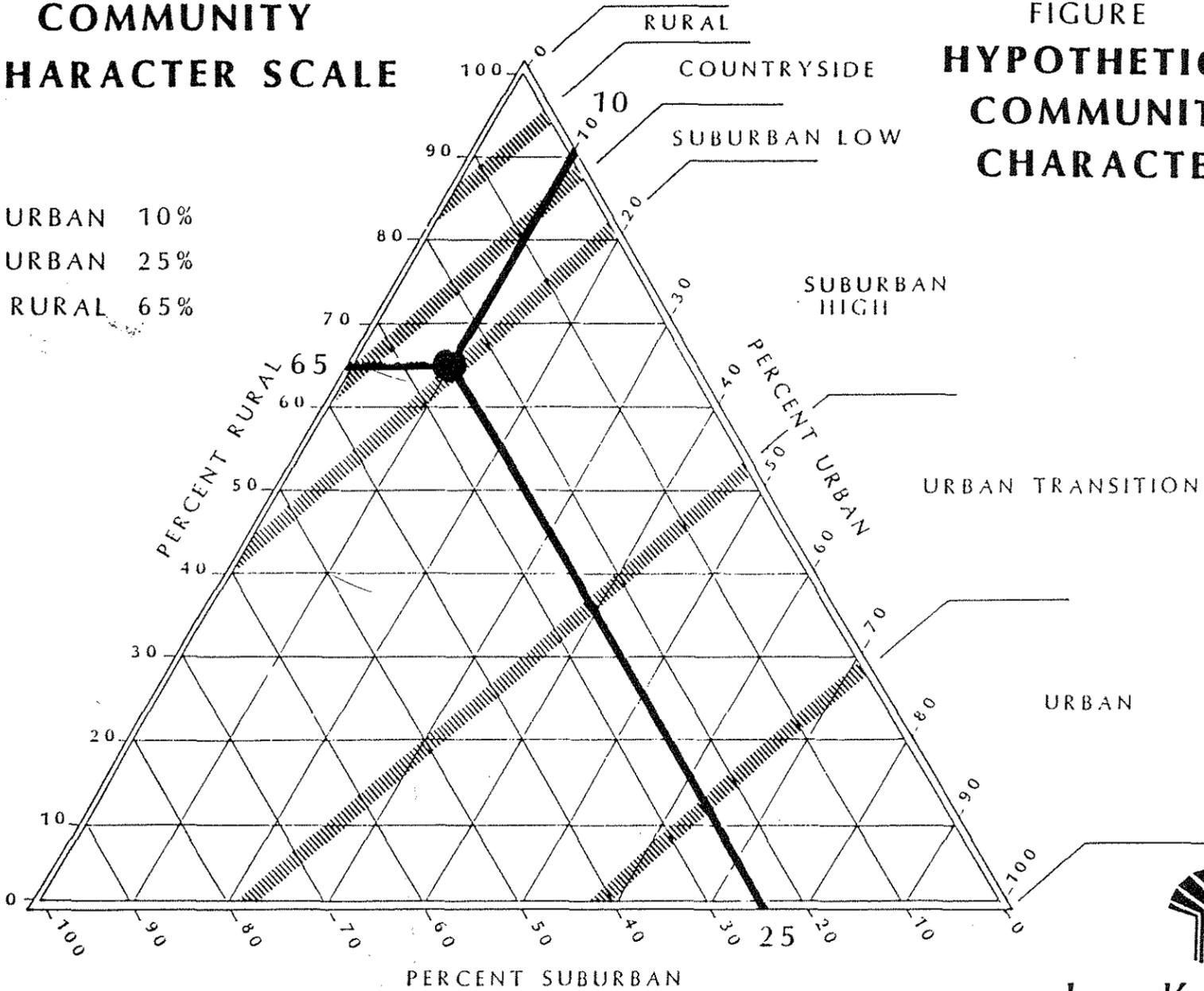
The ability of the town as a whole to borrow the surrounding open space is an important factor in the town's image. The large open areas permit Provincetown to remain a free-standing community and help it retain the image of a town set in the countryside, thus making it very different from the towns in the rest of Massachusetts that are rapidly being submerged into expanding metropolitan areas. Clearly, the preservation of views and vistas from the town are of critical importance.

Illustration 6



# COMMUNITY CHARACTER SCALE

URBAN 10%  
SUBURBAN 25%  
RURAL 65%



## FIGURE HYPOTHETICAL COMMUNITY CHARACTER

Illustration 7

III-20

March 2, 1988

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# COMMUNITY CHARACTER SCALE

## HYPOTHETICAL POTENTIAL COMMUNITY CHARACTER

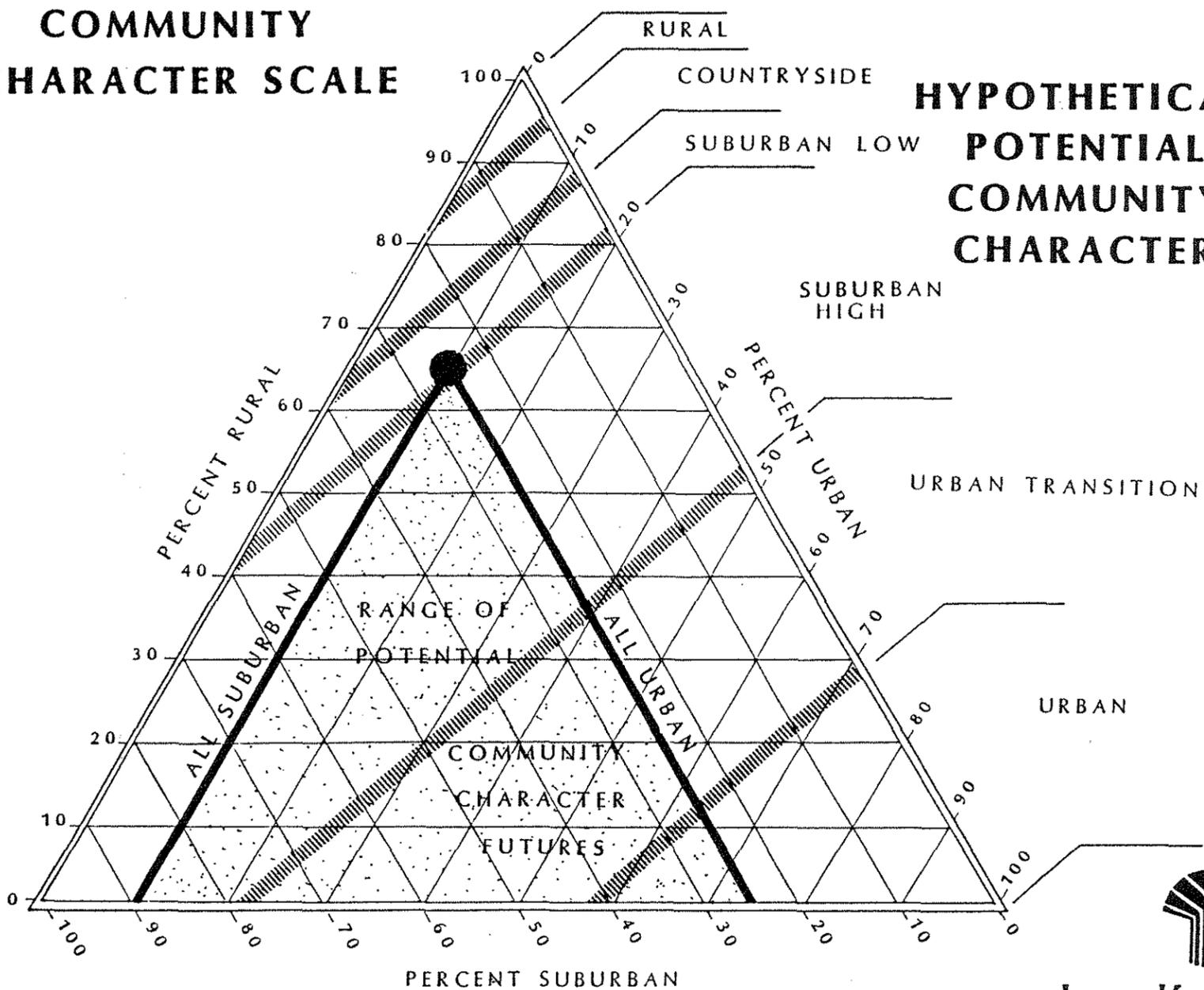


Illustration 8

III-21

March 2, 1988

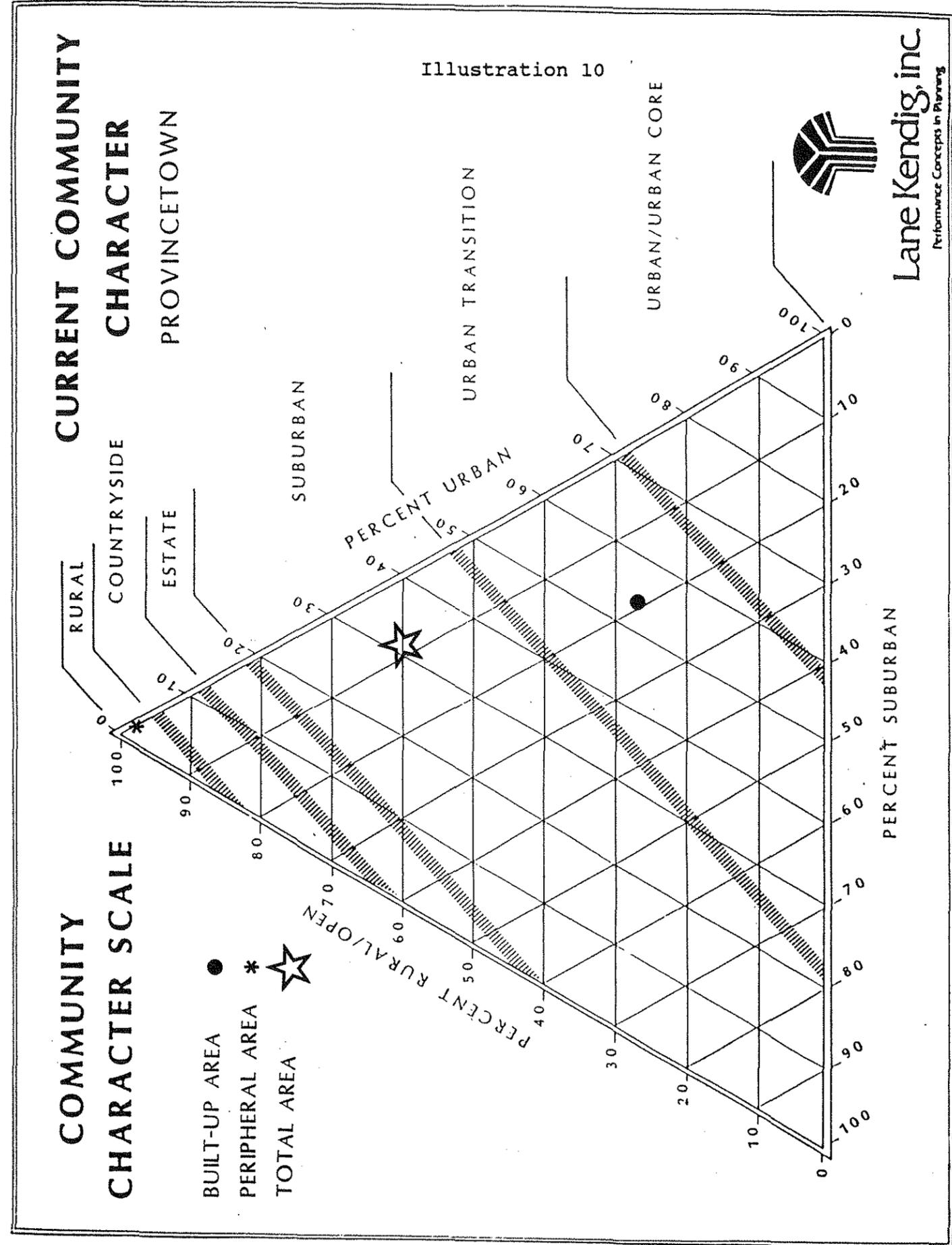
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Illustration 9

Community Character Type  
Provincetown and Vicinity

	BUILT-UP AREA	PERIPHERAL AREA	TOTAL AREA
URBAN	73%	2%	32%
SUBURBAN	19%	0%	8%
RURAL	8%	98%	60%
<u>CHARACTER</u>	<u>URBAN</u>	<u>RURAL</u>	<u>SUBURBAN</u>



## GOALS AND OBJECTIVES

The importance of maintaining Provincetown's present and historic character has been stressed by all groups involved in the planning process that developed this Master Plan. Provincetown's future is uniquely linked with its past because so many of the attractive features of the town stem from its historic character. Provincetown's residents are dependent on the maintenance of this historic character both for economic reasons and for personal reasons. To destroy its visual and historic character is to risk destroying the town's major economic base.

The character of Provincetown has attracted tourists for decades. The small town urban character that has arisen from historic land uses sets Provincetown apart from most other tourist towns. The established art colony has also had a unique effect on the character of Provincetown. The success of the tourism economy in Provincetown has resulted in it making up the bulk of the town's overall economy. If the character of Provincetown were allowed to deteriorate, the economic viability of the town would quickly follow.

The residents of Provincetown also desire to retain the quality of life to which they have become accustomed. The assault of development that is out of character for a historic town such as Provincetown can be particularly brutal. Residents of Provincetown live here because the character of the town suits them; a loss of that character would cause many of the residents to look elsewhere for a place to call home. An exodus of residents, particularly the artists and other business-owners, would be devastating to the community.

In addition to its historic character, Provincetown has unique natural features which also contribute to its character. Provincetown is surrounded on three sides by water--a very unique and spectacular visual resource. Views of the bay, the sand dunes, the beaches, etc., are highly sought after. Maintaining such views, for all to enjoy, is another important aspect of preserving Provincetown's community character. It should be remembered that access to, and use of, the harbor is critical to the preservation of its traditional uses: the pressure of non-marine uses should not be allowed to displace these activities.

Provincetown and its residents, recognizing the need to protect community character, have adopted the following goal:

### GOAL:

To protect and enhance the visual and historic character of Provincetown.

Since Provincetown has little land left for new development, the objectives adopted to achieve the community character goal must

be directed, for the most part, at controlling modifications to existing buildings and preventing insensitive infill development. Enhancement of the town's urban spaces, views, and streetscape must also be considered when each development is reviewed. The public and private sectors must work together to achieve this goal. To fully protect the character of the community, however, objectives should also be adopted which encourage both existing and new businesses to use design, signage, and other displays which adhere to the basic intent of the stated community character goal. The following objectives are, therefore, adopted:

### OBJECTIVES:

1. Ensure that the scale of new structures or additions to existing structures is in keeping with the overall building scale in the community, particularly with respect to historic structures.
2. Ensure that the scale of new structures or additions to existing structures resembles the human scale relationship represented by the historic structures in the community.
3. Ensure that the design of new structures or additions to existing structures is in keeping with the overall character of the town.
4. Ensure that the intensity of land uses does not exceed the already established intensity of land use in the community, and that development does not have a negative affect on traditional uses of the harbor.
5. Enhance the character of the Town by improving the character of urban spaces, views, and streetscape.
6. Preserve the natural features of Provincetown and ensure that views of these natural features are available to residents and tourists alike.
7. Maintain a working waterfront for commercial fishing and the traditional waterfront character.

### IMPLEMENTATION POLICIES

Design standards are accepted methods for implementing the type of goals and objectives stated above. Given the variety of existing historical structures and areas in Provincetown, however, design requirements must differ accordingly. The classification of areas into different character types is, therefore, important. Once such areas are identified, then standards of review can be developed to preserve the character, according

to the needs of each area. The following policies are, therefore, adopted:

POLICIES:

1. In the future, overlay zoning districts shall be adopted and mapped in a manner that reflects the areas of different historic character in Provincetown.
2. Design standards shall be adopted that require developers to analyze the buildings in the immediate area and match the general scale, roof pitch, and setback of existing buildings in the neighborhood.
3. The design standards shall be flexible enough that contrast can occur on a number of levels in building design, but not so much as to either disrupt the harmonious character of the area or degrade the character of the area.
4. The Town shall review the use of landscaping and natural vegetation in the design of developments and may consider development regulations.
5. When the Commonwealth has concluded its review of the historic designations of Provincetown buildings, the Town shall consider the adoption of historic districts.
6. The Town shall seek means of improving the quality of urban spaces, views, and public access to the water and the general streetscape.
7. Improvements to the Town and private wharfs should neither hinder the commercial fishermen nor block the visual access of the town center to its harbor and should be consistent with traditional marine use.

Regulations that follow these policies will give the town control over the most frequent and permanent abuses to the town's character. The most damaging aspects of recent developments have been the fact that they are out of scale with the surrounding buildings and community. Regulations controlling scale, together with regulations that control decks on roofs and maintain the traditional pitch and height of roofs, are essential to the maintenance of the character of Provincetown and will prevent infill development from destroying the character of the surrounding neighborhoods as has happened all too frequently in the 1980's.

Provincetown has completed a survey of the town's historic buildings; the survey has been submitted to the Commonwealth for

approval. When the Commonwealth approves the designation of buildings and historic districts, Provincetown will need to develop a By-Law to provide for the protection of these historic resources of the town. This is an important step; too many historic structures have been ruined by ill-conceived additions. The need for additional commercial floor space cannot be permitted at the expense of the qualities that bring tourists to the town. Similarly, new construction in the historic areas of Provincetown should be built to enhance the 19th century architectural heritage of the town. Designing store-fronts and facades of buildings to enhance the character without sacrificing the function of the building is possible.

There are other aspects of the town's character that need continued planning. There could be more pedestrian spaces created that would enhance the experience of walking and shopping. Some have already been created by design or by accident, and they greatly increase the interest of the spaces.

Unfortunately, very few of the spaces off of Commercial Street provide a view of the water. There is a real need to open the waterfront in the commercial part of town to the public for several reasons. First, a more interesting series of urban spaces would be provided. Second, such spaces would serve as more effective commercial opportunities than have been created by encroachment on the street by additions to existing buildings. A space that opens on the water need only be visible from Commercial Street. The pedestrian, who is normally unable to see the water, will be drawn to explore these spaces.

The landscaping in Provincetown is important in softening the urban character of the town. Homes and other buildings are closely spaced, usually with small yards; therefore, the plantings in these yards are a critical character factor. Preventing these landscaped spaces from being converted to parking is very important to the character of the community. Thus, further study will be needed on methods for providing adequate parking without destroying landscaped spaces.

The town could consider landscape regulations in the future or a cooperative landscaping effort. A regulatory approach would set minimum standards. Considerable effort will be needed to develop standards that fit all the situations to be found in town. An alternative to the regulatory approach that some communities are now using is a participatory approach, where the town sets design guidelines and then provides free plant material annually to residences and businesses. Trees or flowers could be provided to any resident or business that would plant and care for the plants in prescribed locations on the lot or right-of-way. This approach would be an expansion of existing efforts by the Beautification and Regreening Committees.

The present waterfront remains heavily influenced by the fishing industry. As a 19th century seaport town, the fishing industry

reflects the town's cultural heritage and maintenance of a working waterfront is important. Plans for waterfront improvements must ensure these important activities remain visible and viable.

## Chapter IV

### ECONOMIC DEVELOPMENT

#### INTRODUCTION

The historic backbone of Provincetown's economy was its fishing industry--and it still is a sector of the economy which should be supported by this Plan. This is also true of the arts which, according to a recent study\*, contribute a cumulative economic impact of \$5.52 million to the local economy. However, it is evident that the major factor in Provincetown's economic environment is the tourist industry--which clearly results in an extremely seasonal economy. While most resort areas have seasonal ups and downs, few are as pronounced as Provincetown's. Annual employment data, by place of work, is one indicator of the seasonal economy. As shown in Table 1, employment in Provincetown is highly cyclical; employment peaks in July and August, and reaches its lowest point in January and February. For six months of the year, Provincetown's economy operates at less than one-half of its summer peak.

Table 1. AT-PLACE EMPLOYMENT, PROVINCETOWN, 1985

<u>Month</u>	<u>Number of Employees</u>	<u>Percent of Highest Month</u>
January	1,626	39
February	1,614	39
March	1,644	40
April	1,903	46
May	2,547	62
June	3,537	86
July	4,122	100
August	4,137	100
September	3,637	88
October	2,504	61
November	1,851	45
December	1,682	41

Source: Massachusetts Department of Employment Security and Hammer, Siler, George Associates.

Certain areas which have traditionally had seasonal economies, such as ski areas, attempt to capture visitors during the "off-season" through both innovative uses of lodging and recreational facilities, and the scheduling and promotion of special activities such as festivals and concerts.

\*Arts Market: Findings of Preliminary Study. Conducted for the Consortium for the Arts in Provincetown and Truro and funded by a grant from the Massachusetts Council on the Arts and Humanities.

Provincetown, however, is very largely a fair weather resort: the off-season weather is a major constraint on expanding the tourist season. In the winter months, the average high temperature in Provincetown is just below 40 degrees Fahrenheit, while the average low is 31 degrees Fahrenheit. As shown in Table 2, cold weather sets in during mid-November and continues through March.

Table 2. AVERAGE TEMPERATURE, PROVINCETOWN, 1985

Month	Temperature	
	Low	High
January	28.2	36.2
February	28.7	38.8
March	30.2	39.5
April	40.4	49.7
May	50.8	64.1
June	59.9	73.2
July	64.9	78.5
August	66.6	79.1
September	57.6	69.9
October*	45.1	59.8
November*	36.4	49.6
December	35.5	47.5

\*Estimated

Source: National Oceanic and Atmospheric Administration.

To date, Provincetown has not captured any consistent off-season tourist patronage; there have been few developments for any substantial winter or indoor activities to attract such tourists. As a result, the town's whole economy experiences deep seasonal swings which can both reduce the viability of local businesses and maintain the cyclical employment patterns.

In a community where most workers are employed in restaurants or in small retail businesses, the length and strength of the tourist season is critical. The number of restaurants that are open in Provincetown goes from a tourist season, summer peak of 83 to only a handful in the winter. Even permanent residents find shopping and recreational options severely limited during the off-season because so many stores and restaurants are closed.

Provincetown's location, at the outer end of the Cape, rules out the traditional, industry-seeking economic development effort. Since shipping of either raw materials or finished products is very costly due to the town's location, most industries would not find Provincetown to be a profitable location. Although fishing is one industry that can take advantage of the town's

location, and the industry should be encouraged and protected, it should not be viewed as an expandable element of Provincetown's economy. While a fish processing plant of some sort would strengthen the fishing industry the shortage of water and uncertainties of waste disposal currently make the possibility of such a development somewhat uncertain. In fact, there is no assurance that Provincetown has the ability to meet the demands of any industry that requires a large amount of water or has large waste disposal demands.

#### ECONOMIC DEVELOPMENT GOALS: BROADENING THE ECONOMY

The main thrust of Provincetown's economic development effort will be to develop a year-round employment base that can successfully operate in Provincetown's limited opportunity base. An additional strategy will be to find a means of extending the present tourist season for several more months. Rather than attempting to increase activity during the summer peak months, efforts will be directed at increasing Provincetown's attraction during the off-peak periods. This leads to two goals:

##### GOALS:

1. To increase the year-round economic base of Provincetown.
2. To increase the tourist driven portion of the economy in the off-peak months, particularly in the late fall and early spring.

Any economic activity that provides year-round employment is advantageous to the town. If it is not a tourist-related activity, it can have a stabilizing influence on the town's economy, in both yearly and longer term business cycles.

There is little urgency to increase peak season tourist business since the present levels of activity already strain the town's resources. In particular, limiting any major increase in the influx of one-day vacationers coming to Provincetown by car during the peak season and concentrating on gaining a longer tourist season are both appropriate endeavors. Since the town's problems are basically peak loading problems, an extension of the season should not over-burden the system. Further, proposed implementing strategies do not require any substantial new construction, but rather rely on a longer use period of existing facilities.

#### LENGTHENING THE SEASON

Provincetown's winter weather is not a marketable attraction; however, a combination of the tourist "summer vacation" mind-set and the lack of a broad selection of cooler weather activities

also hamper the town's off-season attraction. The off-season closing of the shops, galleries, and restaurants for which the town is noted eliminates attractions that otherwise might bring tourists to the town during the off-season.

Ease of access to Provincetown changes with the seasons too. In addition to geographical isolation, the weather conditions during the economic off-season make reaching Provincetown more difficult. Heavy fog makes landing even at the largest airports problematic and shuts down facilities like the Provincetown airport. According to officials at Provincetown Boston Airlines (PBA), fog and ice account for the majority of delays or cancellations of flights into the Provincetown airport. These problems typically occur between October and May. Compounding these problems have been the difficulties encountered by PBA in recent years. Further, the fog also makes driving to the Outer Cape less likely. Improved air service and alternative transportation are vital to the year-round economy.

Due to employment requirements, vacations for many are primarily summer activities thereby causing a decline in trade in the fall. On the other hand, there are people whose jobs give them the option of vacationing in the off-season; some of this market is caught by Provincetown. People see it as a place to get away from the pace of daily living. This market could be expanded if some of the key summer attractions remain available to maintain the high-quality experience.

Fall, for example, is a season that could easily be part of the tourist season. Although the traditional tourist season runs from mid-May to early-September, temperatures through mid-November can still be considered pleasant. For the active vacationer, the fall color in the surrounding National Seashore makes this an acceptable destination for end-of-the-season camping, hiking, and day or weekend walking trips.

Provincetown, as in any other resort area, generally attracts a large seasonal influx of persons with higher-than-average disposable incomes and with an appreciation of high-quality merchandise, restaurants, and entertainment activities. For a town that has as many shopping attractions as Provincetown, a major target should be the Christmas shopping season. Even though it may not be entirely comparable for a retail business dependent on a tourist season, it should not be forgotten that up to 25 percent of consumer spending for nonconsumables occurs at Christmas time. All of these facts indicate that extending the tourist season through November or December is possible through promotion and special offerings.

Provincetown can capitalize on a number of unique opportunities that should not be ignored. Provincetown has an established reputation as an art colony that includes a number of nationally recognized artists, writers, and cultural and arts institutions. As indicated in the findings of the study cited at the beginning of this Chapter, the arts represent a significant segment of Provincetown's economy. While there is competition from other parts of the Cape in the arts, Provincetown has the best known name and, therefore, the strongest competitive position. The arts industry, however, often finds itself in economic competition with other retail uses that cater to a much different clientele. Care must be taken to give emphasis to those uses that strengthen the quality of the experience of coming to Provincetown, not once, but repeatedly, through the incorporation of new concepts with those which are currently successful in the market. The arts can provide a major asset in the promotion and development of an off-season economy.

Another unique opportunity to attract visitors in the off-season is represented by commercial, tourist, and sport fishing and whale watch tours. Currently, the commercial fishing industry employs between 300 and 350 persons year-round. Developing tourist-related information about Provincetown's fishing fleet could provide an attraction and help the survival of the fleet as well. Tourist fishing generally follows the tourist season, but sport fishing, especially for some species such as tuna, can extend through November and begin as early as mid-March. Several companies in Provincetown currently offer whale watching tours from April through October: since whales can be sighted almost year-round, whale watching is the sort of attraction that could be expanded.

A very special opportunity exists because of Provincetown's historical significance as the original landing place of the Pilgrims. Efforts to extend the tourist season through the fall should take advantage of the original landing date and the subsequent Thanksgiving holiday. Thanksgiving weekend currently attracts a small contingent of persons wishing to spend an old-fashioned holiday in one of the town's numerous inns. This type of weekend, possibly combined with historic walking tour packages of the town and other guided tours of the Cape, could attract persons who seek alternatives to the traditional Thanksgiving weekend. As has been the subject of several citizen initiatives, the historic theme could be built upon by some sort of festival with a reenactment of the original landing and a Thanksgiving feast. In addition, since the Thanksgiving holiday is the beginning of the Christmas shopping season, there would be a real incentive for shops and art galleries to remain open through the fall.

Finally, the gay community is an asset to the town's economy. Provincetown has evolved from an ethnic fishing town to a tourist haven which is recognized as the largest gay resort area in the United States. The resort evolved because the town was not hostile toward alternative lifestyles and, therefore, a vacation could be a unique experience. The community remains strong because of the tolerant attitude toward alternative beliefs and lifestyles held by the business and social community.

During the tourist season, Provincetown competes most directly with other gay resort areas such as: Ogonquit, Maine; Fire Island, New York; and New Hope, Pennsylvania. According to the Provincetown Business Guild, Provincetown maintains the strongest competitive position because of its established reputation and varied activities. Ogonquit offers a more restrictive environment and Fire Island suffers from a paucity of commercial activity. In the off-season, Provincetown competes more directly with other resort areas primarily due to its proximity to the major employment centers. Even so, the strength of the year-round gay business community and Provincetown's more relaxed winter atmosphere remain attributes which should be recognized in any off-season development initiatives.

The Master Plan discourages a large increase in peak summer "day-trip" business. In order to coordinate this chapter with the Growth Management Plan, great care must be taken to design elements that encourage a longer season rather than more summer daily tourism. It is also recommended that further research be conducted to determine whether or not it is true that the day-tripper "Coney Island" type of business is driving out the traditional tourist who stayed longer in local guest facilities and generally had a higher disposable income. The following sections describe alternatives which have been presented and implemented in other communities in response to seasonal economic swings.

#### Examples From Other Areas

A number of jurisdictions, nationwide, experience severe depressions in their winter economies due to the busy summer tourist market and an unfavorable winter climate. Some jurisdictions have attempted to deal with the seasonal economic swings by targeting activities and industries which find cold climates favorable, or by attracting industry which can operate on a year-round basis. Each of the areas listed below have attempted to capitalize on a number of initiatives which complement current activities rather than introduce completely new avenues of development. The following paragraphs describe the initiatives developed in selected areas.

Upper Peninsula, Michigan. There are "cottage industries" in the Upper Peninsula which collective jurisdictions are attempting to organize. In conjunction with Northern Michigan University, cities and independent producers are developing a catalog which will more effectively market the goods being produced. A revolving loan fund has also been considered to encourage new producers to enter the market and existing producers to expand. The catalog approach is one that might have applications for Provincetown to advertise artists and local industry products.

Maine. The State of Maine, in an effort to provide jurisdictions with development alternatives, has produced a list of target industries which it feels are appropriate for the skills and resources of the State. The industries targeted are: natural resource processing, textiles, and cottage industries. Cottage industries are important because they focus on selectively skilled workers and depend primarily on personal initiatives. This includes handmade crafts, at-home milling and knitting, telecommunications/information processing, and miscellaneous manufacturing.

Tug Hill, New York. The Tug Hill Regional Commission has attempted to deal with the problem of a specialized economy in upstate New York by developing self-help programs to increase effective product marketing. Where tourism and recreation predominate, the Commission selected six initiatives which were aimed at developing the two industries. These included trail development and promotion, bike touring, winter festivals, and fishing and water sport guide books. The Commission is working with the New York State Publicity Department to coordinate advertising and promotion. Because certain target areas have also been identified by the State as historic areas, coordination of activities will increase the visibility of these areas and further stimulate the year-round economy. This approach, if used for off-season rather than peak season activities, could assist Provincetown.

#### STRATEGIES FOR IMPLEMENTATION

Unlike the other chapters of this Plan, this one describes efforts that are more than simply actions by the Town: they need a joint public-private sponsorship. An example would be the Business and Arts Committee which has in the recent past developed a coordinated approach to off-season promotion; such efforts should be revived and encouraged with municipal participation and support. Further, building the support needed to actually implement any one of these ideas will take effort on the part of many individuals. Therefore, the ideas mentioned here are intended as starting points for discussion over a period of

time, rather than as detailed programs to be selected and followed. The two goals and the objectives or policies to be used in implementing them are simply the beginning of a continuous planning process that will extend over several years and involve both the business community and the town.

GOAL:

1. To increase the tourist driven portion of the economy in the off-peak months particularly in the late fall and early spring.

There are a number of objectives that should be kept in mind in arriving at a strategy to implement this goal. These relate to the ability of the town to sustain new growth. In evaluating and selecting the implementation techniques, the following objectives must be kept in mind.

OBJECTIVES:

1. Encourage the development of facilities that bring a steadier flow of tourists throughout the year.
2. Avoid tactics that may increase pressure to provide expanded capacity for handling day-trippers arriving by automobile, especially at the expense of the efforts to attract the long-term visitor.
3. Encourage the development of activities and events that would attract visitors even in poor weather conditions.
4. Coordinate public-private partnerships to provide facilities or programs that enhance the desirability of Provincetown as a tourist destination in the off-peak periods.
5. Encourage the expansion of more long-term commercial activities, including resident artists, galleries, crafts, clothing, and other products that will bring regional shoppers to Provincetown.

The recommendations in the following sections are all options that should be vigorously pursued. Not all of the development-oriented ones need to occur, but two or more of them would be complementary and would, therefore, have a broader appeal. Understanding that the economic attractiveness of Provincetown is related to the town's physical attractiveness is important. The implementation of recommendations in the Community Character Chapter will have long term benefits for both goals of this Chapter.

POLICIES:

1. Consider development of a major art center. The activities at the art center should run throughout the year.

This recommendation is based on the concept that the art community, including those involved in painting, sculpture, writing, and the performing arts, are a major force in attracting business to the community. An arts center that could accommodate both the seasonal art activities and those activities that extend through the fall and winter (such as the P.A.P.A./Provincetown Theatre Company, the Fine Arts Work Center, and the Provincetown Art Association) would create more traffic for restaurants and shops. For example, theater events in the off-season draw visitors to the community who not only see the production but dine in Provincetown as well. And if shops were open, the visitors could be expected to patronize their business, too.

The Christmas shopping season would be particularly important to target since art and craft objects are often purchased during this season. This strategy would bring the type of customer into town that makes such purchases; the arts activities provide the additional drawing card to justify the additional travel time. The arts center could also generate economic benefits by sponsoring exhibits by resident artists or openings for new talents.

There are a number of possibilities to be explored in making the Arts Center happen. P.A.P.A has had a site donated for such a facility. The problem here is that performing arts facilities are among the more expensive buildings to build on a square-foot basis. The majority of money to build such a facility would have to come from donations since establishing a definitive link between the center and increased jobs and business for residents is nearly impossible.

There has been some talk about converting the top floor of the Town Hall into offices to house the town's staff. It is impossible to judge whether or not this is a serious proposal. If it is serious, then another possibility should be considered. A new Town Hall could be designed and built for the types of office services the town government must now provide; the old Town Hall could be renovated for the arts. A new location would eliminate the scattering of town offices among several buildings, and adequate parking could be provided. If the present Town Hall were converted to a center for the arts, its location would provide maximum spinoff to restaurants and shops.

2. Encourage the development of a specialty hotel featuring high quality conference facilities or a spa.

## Conference Hotel

A state-of-the-art conference center operates both as a hotel and as a conference facility, providing quality meeting space and relating user charges to hotel room rental and food sales. It is targeted at meeting the needs of corporate clients and larger associations. A facility in Provincetown realistically could only focus on small meetings and conferences for small associations. The demand for convention space depends on the availability of a proximate supply of hotel rooms, the flexibility, availability, and quality of meeting rooms, the quality of on-site recreation, and the ease of access to the site.

Currently, there is not a convention facility in town which has the quality of rooms and modern facilities needed to attract consistent convention customers. The remaining inventory of guest quarters in Provincetown is widely scattered with no central focus; therefore, it could not sustain the conference-type business. In addition to the number of available meeting rooms, the quality of design and availability of audiovisual equipment with them is important. Currently, in Provincetown, amenities such as meeting rooms wired for modern media presentations and a supply of media equipment necessary for a modern convention, are largely unavailable.

The southeastern Massachusetts area has a market, however, for a moderately-sized conference hotel--200 to 400 rooms--the average conference size in the area being 40 or fewer delegates. Experience in comparable states indicates that approximately two-thirds of all attendees at most conferences require overnight accommodations for approximately 2.5 days. When determining a space program for a facility, meeting rooms are related to sleeping rooms. Many facilities provide a ratio of one meeting room for every eight to ten sleeping rooms, assuming that conference delegates occupy up to 40 percent of room demand. Six meeting rooms and a total of approximately 200 overnight rooms are recommended for a Provincetown conference center. Additionally, the center would require dining facilities, indoor recreation, and access to outdoor amenities such as running trails, tennis courts, and golf facilities.

The conference center could help capture off-season business, but this concept probably would not be successful in generating more business on its own. Other attractions would have to be developed that would provide additional attractions and support for the conference hotel. The arts center, for example, or an educational facility would help support the conference hotel. Further, shops and restaurants would have to support the facility by being open when the first conferences arrive so that the first conferences prove to be successful experiences.

## Spa-Hotel

A recent type of hotel that is becoming popular in areas a few hours from metropolitan centers is the spa-related hotel. The hotel offers large pools and often diet or other special programs that attract customers throughout the year. An essential element for attracting customers is high-quality eating experiences. In Provincetown, this sort of program might be put together by a coalition of inn-keepers and restaurant operators who would have to provide only a central recreation facility. Development of this concept could be largely accommodated with existing facilities and could be pursued by such a coalition in a reasonably short time-frame.

3. Encourage new tourist activities related to more off-peak periods, such as Thanksgiving weekend vacations and Christmas shopping trips.

While retail stores which are dependent on a tourist season can be somewhat different; the primary sales season for most retail stores extends from Thanksgiving to Christmas. In normal shopping centers, at least 25 percent of the annual sales are made during this four week period. The town should promote itself, both for the Thanksgiving holiday and for a festival of lights at Christmas. The Pilgrim's landing date, November 11, is an obvious candidate for inaugurating a series of special events. A festival of lights could add to the Christmas shopping season attraction.

The business community should work to keep the galleries and specialty shops open until Christmas and advertize in Boston to encourage people to visit the Provincetown shopping area. A package deal could be developed with tour bus operators; day trips including lunch could be targeted at metropolitan area tourists.

There is also the opportunity to make Provincetown into a specialty shopping center. Attracting visitors during this high volume period would have significant positive impact on the off-season economy. The arts represent a substantial base for offering specialty goods; by strengthening the sales of these important mainstay businesses, they would be able to better compete for space with the purely seasonal stores.

Special events would have to be well-organized. There needs to be special activities that are attractive to tourists and that occur only during special events. Parades on land or water, performances, and special shopping opportunities are all elements of the events. Restaurateurs, shop-owners, and lodging operators all have to cooperate. Initially, special rates may provide an additional attraction. Success depends upon a long-term leadership commitment by the private sector, in addition to town participation.

4. Encourage sectors of the economy that have served as tourist attractions to stay open as a block so that the town does not have an abandoned appearance.

A winter season shopping area is a compact center for off-season shopping. Presently, late-season tourists have to search to find shops that are still open due to the off-season closing of many businesses. Often, there are only one or two shops open on a block, causing the town to appear 90 percent closed.

An area where all the shops are open during the off-season has several advantages. Tourists would be directed to these areas, thereby enhancing the activity and making shopping a more pleasurable experience. Art galleries and other activities could also be located in the shopping area to further enhance its attractiveness and boost the art community's off-season existence as well. While coordination of all the shops and other activities would be a difficult task, especially in terms of deciding on a location, the marketing and success for an extended tourist season would be much easier, and better ensured, if off-season activities were concentrated.

In the interim, simply providing a map showing the location of open businesses with the hours of operation would be helpful.

5. Develop and encourage marketing strategies that promote Provincetown activities, such as a Provincetown Business Catalog.

In a town that is highly attractive to people involved in arts and crafts, one way of increasing business, during the Christmas season in particular, would be to publish a catalog featuring the work of resident artists and artisan products, galleries, and stores. A schedule of special events and lodging or eating bargains could also be advertised. If published just before the start of the holiday shopping season, a catalog could increase purchases during this very profitable season, not only for all the specialty shops and artists, but for restaurants and other businesses that were open as well.

Dependable and efficient transportation to and from Provincetown is especially important if any of these strategies are to be successful. Express buses or high-speed water transportation would be a major asset to the town in attracting a conference center, Christmas shoppers, and other visitors to special art or theatre events or to special activities. The ability to draw day-trippers without cars directly from Boston is needed, and the current air service is not filling that need.

GOAL:

2. To increase the year-round economic base of Provincetown.

A highly seasonal and largely single-industry based economy exposes Provincetown to special problems created by the seasonal industry cycle. If the tourist industry has a bad year, the whole economy of the town suffers. Broadening the economic base of the town provides additional economic sectors in the town's economy. The increased base also brings in new and different permanent residents whose demand for daily services in the town will have a multiplier effect on the town's other businesses. Creating greater diversity will, in the end, improve the town's overall long-term economy.

OBJECTIVES:

1. Stabilize Provincetown's economy by reducing its dependence on the tourist-driven portion of the economy.
2. Encourage small businesses to locate in Provincetown that will increase the diversity of economic sectors represented in the economy but not place undue strain on the Town's resources.
3. Encourage the retention of the commercial fishing industry.

The town's growth has been held in check by limits on services as well as its location. Provincetown has very few alternatives for employment growth. Policies are needed that will help evaluate new employment opportunities to ensure that incoming industries will be viable in Provincetown.

POLICIES:

1. The Town should reserve a specific development capacity for a 400 person educational institution.
2. The Town shall actively seek to recruit an educational institution that would establish facilities in town.
3. Industry attracted to Provincetown should be able to remove its own solid waste and not rely on a Cape landfill.
4. Any industry attracted to Provincetown should be able to live within the Town's resource budget.
5. To retain commercial fishing, the Town should avoid actions that would adversely affect this industry.

The following recommendations are for the economic opportunities most likely to be successful in Provincetown. An educational facility is the most important single opportunity the town has.

### Educational Facilities

There have been several attempts to have an art school associated with some institution of higher education established in Provincetown. There is also a potential nucleus for higher education in the scientific and educational activity conducted by the Center for Coastal Studies. The National Seashore also is an area that could be used for natural science-oriented field research.

Attracting such an institution is a fairly difficult task to achieve since most private schools have no real reason to venture beyond the confines of their campuses. Seeking the cooperation of a state university or a coalition of private schools that have the financial capability to make the needed investment would be useful.

The advantage of an educational facility is not that it brings big spenders to the community, but that it brings in off-peak business. An educational facility offers other benefits as well. Dormitories for the school might be usable as affordable housing for seasonal employees. In fact, the students themselves might seek employment in the community, thereby easing the increasingly difficult problem of finding seasonal employees. In addition, money earned by the students would be kept in the community, contributing to the multiplier effect, rather than disappearing at the end of the season when summer employees generally leave.

For the most part, the institution's faculty would be expected to become permanent residents of Provincetown or nearby communities. These new residents would add to the full-time work force. The educational facility would also further increase the attractiveness of the community as a whole to visitors interested in the arts or science and potentially to other related year-round businesses. In any case, the added diversity and increased year-around population would be beneficial.

Sewage flow estimates, based on the Massachusetts State Environmental Code, Title 5, for a 400 student facility are assumed to be on the order of 29,900 gallons per day--equivalent to 91 new dwelling units. Capacity for this facility should be specifically set aside by the Town of Provincetown in the event that an educational institution is attracted to the community.

### Professional Services

There is a continuing trend for professionals to locate in quality environments. Advertising and marketing consultants, corporate (think-tank) resources, computer software development, designers, and others with generally national markets can, and do, locate in quality environments that are separated from major metropolitan areas. Today, with computers and telecommunica-

tions, these professionals need only ready access to a major airport. This group could provide additional year-round residents that would inject money into the economy throughout the year. Further, these professionals could provide an additional year-round source of employment for workers with clerical and other skills.

There are, however, considerations associated with attracting such professionals: the availability of high quality housing on larger lots, Provincetown's present lack of office support services, and poor transportation service to Boston. The business community would have to develop year-round support services for businesses at a higher level than presently exists in the community. The provision of improved transportation to and from Boston--reliable air service, and a dependable alternative, whether express buses or high-speed water transport--would be important in attracting professionals to the community.

The most important aspect of this strategy is that it does not require the large effort on the part of the community that the previous strategy demands. An advertising campaign in magazines and articles about the desirability of professional practice in Provincetown would spread the word. Individuals would locate one at a time and would not need special assistance.

### Retention of Commercial Fishing

Commercial fishing is not a growing industry; however, any reduction in fishing employment would make the Town even more dependent on tourism than it is already. The retention of this traditional Provincetown occupation is important; the Town can and should prevent public or private actions that would create more difficulties for the industry.

## Chapter V

### TRANSPORTATION AND PARKING

#### INTRODUCTION

Provincetown, an old historic town settled in 1727, was laid out to handle the horse-drawn carts and wagons servicing a working waterfront. Since the primary industry was fishing and other water-oriented activities, the town spread out along the water with only two main streets, Commercial and Bradford, which ran parallel to the water. With the decline of the fishing industry, the town became an immensely popular resort and tourist area. The introduction of the automobile, in combination with large numbers of tourists, has simply overwhelmed the road network; it was not designed for automobile use, tourist traffic, or the type of high-volume commercial activities that now travels Commercial Street.

There has been little expansion of the existing road system in order to accommodate the change in uses that the town has experienced over the years. The present intensity of use has created major problems in parking cars, separating automobile and pedestrian users, and getting in and out of Provincetown. Today, the main issue is how to address the heavy traffic and parking demands and, at the same time, preserve the character of this historic community.

Additionally, access to and from Provincetown is a significant issue. Residents of Provincetown, as well as potential visitors, have a need to get quickly from Provincetown to Boston, including the airport. There was a time when PBA had a demand responsive schedule and would put one extra aircraft on line to meet peak demands. That type of service is no longer available. An alternative means of access and/or greatly improved air service is needed. As a town surrounded by water, access to the town via water should also be improved.

In town, separating pedestrian and auto traffic would certainly lessen the conflicts between the two types of traffic, thereby improving mobility and the experience of being in Provincetown. The large numbers of pedestrians and tourist vehicles using the town streets during the summer vacation season make mobility in downtown Provincetown almost nonexistent.

#### GOALS AND OBJECTIVES

What should the goals and objectives of Provincetown be with regard to transportation problems? The three issue areas are: (1) traffic, parking, and pedestrians; (2) access to Boston; and (3) access from the water. Provincetown's solutions may range

from simple language changes in a municipal code to planning for major infrastructure improvements that change the flow of traffic, both pedestrian and vehicular.

### Traffic, Parking, and Pedestrians

There is a tension about what the goals of the town should be with regard to transportation. Should there be more or less access for day-trippers to downtown parking? Are day trips to be encouraged or constrained? What about parking for Provincetown residents? The transportation situation in Provincetown is in a dilemma. The issue here is complicated by the fact that there appears to be no real solution to traffic congestion which does not destroy the character of the community.

As mentioned previously, this historic town was not designed to handle the automobile, let alone commercial vehicles which are required to service the shops along Commercial Street. The combination of vehicular traffic with the seasonal pedestrian traffic can cause Commercial Street to become impassable during peak periods. In this situation, motorists become unhappy with pedestrians, merchants are regretful because of the traffic jams, and residents become frustrated with tourists in general. Residents often work several jobs during the season and the difficulty of finding parking to go to work or conduct necessary business is a continual sore-point. Provincetown's adopted goal to address this issue is, therefore:

#### GOAL:

1. To both minimize the heavy vehicle traffic and parking demands and provide adequate facilities for necessary vehicle traffic and parking without altering the historic character of the community.

One of the major contributors to the problem of congestion in the downtown area is the "day-tripper." This is the individual that lives or is lodging outside the town and comes to Provincetown by automobile to shop or sight-see. Day-trippers, like others, seek to park as close as possible to their intended destinations, which means Commercial Street and the town wharf. This may lead to motorists circling through the rest of the town when they find no parking is available downtown. Efforts to attract more day-trippers begin to multiply problems in terms of parking, total vehicle trips, and numbers of pedestrians, and should be linked to solutions of these problems.

The configuration of development on two long parallel roads is a second factor that affects the traffic situation. A substantial portion of rental rooms are located at opposite ends of the community, nearly as far away from the central shopping area as possible. Additional strain is placed on the transportation system because this configuration encourages automobile trips.

Thus, the major issues are as follows:

Circulation is poor because of the historic design of the town. This is especially true in the downtown area with its narrow streets and the pedestrian mall nature of Commercial Street.

Conflict exists between pedestrians, autos, and service vehicles on Commercial Street.

During the summer months, the day-tripper exacerbates the poor circulation problem by overwhelming the transportation network.

The lack of any public transportation results in little or no use of parking areas outside the immediate downtown.

### Access to Boston

The issue is simple; Provincetown needs a speedy and reliable form of transportation to and from Boston, including the airport. The existing air service is not filling that need. Due to the current regional and Federal regulations, the type of service PBA provided years ago will doubtfully return. Working with the National Seashore and Federal Aviation Administration to improve the Provincetown airport is an important and very difficult problem. Yet, greater service potential would still be required to solve Provincetown's problem.

#### GOAL:

2. Improve access to Provincetown from the Boston area.

Several types of transportation should be investigated. First, high-speed water transportation could take advantage of the fact that Provincetown is only 40 miles from Boston versus the 120 road miles. Express bus service, either direct to Provincetown or with a connection in Hyannis, is another less expensive possibility.

There are two markets that need to be served by these improved forms of transportation. The first is the existing local population that needs easy access to Boston; for these residents, any improvement in transportation is beneficial. The second market is more specialized: conference hotel or spa-hotel guests would not be well served by modes of transportation which have infrequent service or long travel times.

In general, high-speed water transportation, except in the worst winter weather, is capable of handling the largest volume of travelers. The speed of these watercraft makes them competitive

with the airline, which no longer provides a demand responsive service by putting on extra aircraft in order to meet the needs of Provincetown and its visitors. And even if more reliable air service were possible, high-speed water transportation should be less subject to delays or cancellations, although severe storms would reduce this type of service. High-speed water transportation can offer a level of comfort and service that can be a critical factor in attracting professionals to Provincetown as year-round residents. This service would definitely be advantageous to Provincetown residents.

Express bus service already exists from Hyannis to Boston and a Provincetown link could be added. Or a direct nonstop could be established. An express bus would serve the needs of Provincetown residents who need to go to Boston for the day or need to have a reliable connection to other transportation. The express bus is also a viable option for visitors who do not mind the extra travel time involved. A minimum level of express bus service would probably consist of only two trips per day: from Provincetown to Boston in the morning and from Boston to Provincetown in the evening. The problem of this minimum level of service whether it is a service linking to the Hyannis route or a direct route is that the bus and driver may have a downtime between the two trips. Finding a way to productively use the bus during the day would offset the cost of maintaining such a service.

Another strategy for better using the express bus is to have the bus make four trips instead of two. The bus would go to Boston in the morning with residents and return with tourists. Then, in the evening, the bus would go to Boston, returning the tourists, and go back to Provincetown, returning the residents.

The express bus service has a great advantage over other forms of transportation because the capital costs and operating costs are much lower and the number of passengers needed to support the operation is lower. Expanding the level of bus service to four round trips or eight round trips may still be less expensive an operation than water-borne transportation. The bus service can also offer additional amenities such as coffee, etc. which has proved profitable in other areas.

Due to the current air carrier situation, and the problem posed by the National Seashore regarding attempts to modernize the airport, water transportation and express bus service seem the most viable alternatives for improving access to Provincetown. Even so, efforts by the Airport Commission to improve the airport should not be abandoned. Both residents and prospective businesses desire better travel services; therefore, every effort should be made to improve air service, as well as finding competitive alternatives.

The major problem, however, will be how to finance the travel operation. All the viable alternatives may prove difficult to

fund without assistance. Service to a town of about 4,000 permanent residents represents a risky operation for a private company that would have to heavily invest in capital equipment.

Whatever alternative is selected in the years to come, there are major benefits to increased access to Boston, including day-trippers or overnight visitors who do not bring an automobile. The traffic problems alleviated by the reduction in the number of cars that come to Provincetown would be a welcome side-effect. This is also true of those who come by water.

### Boat Docking and Mooring

The Town of Provincetown, despite its historic seaport origins, literally has been cut off from the water. At the turn of the century, nearly the entire waterfront was lined with piers or wharfs. Today, there are three. The town has a pier; the Coast Guard has a pier; and there is a private wharf. A visiting boater has difficulty finding dock space in Provincetown not just for their boat but even for a dinghy. Launch service is limited, and there is no long-term commitment that it will continue. Clearly there is a need. Why has this need not been met?

The nature of Provincetown's harbor is that most of the shoreline is inadequately protected from the weather. An effective facility needs the protection of a breakwater. Building new facilities is difficult due to environmental regulations which are vitally important to protecting both the quality of the water environment and access to it. Therefore, the third goal in this Chapter is:

#### GOAL:

3. Improve harbor facilities for visiting boats without damaging the visual, access, and use characteristics of the waterfront or the fishing fleet.

Most harbor development proposals call for not only dockage, but substantial commercial development as well. While residents generally support the idea of more dockage for pleasure boaters, they remain skeptical, at best, to the need for a major commercial development in the harbor. While some commercial development is essential to a well-run commercial wharf, many residents believe that Commercial Street is ideally situated to serve the needs of boaters.

Improved boating facilities cannot come at the expense of the waterfront views that make Provincetown an attractive community.

An additional problem is the growing popularity of condominium boat dockage. Not only do condominium slips take away spaces that might otherwise be used by visiting boaters, but they also

exacerbate the downtown parking problem. The condominium boats will be docked most of the season and owners and guests are likely to arrive by car. This situation is unacceptable. If possible, condominium slips should be strictly limited.

The town needs more slips for visiting boats. A safe and convenient fueling facility capable of handling boats without interfering with traffic in and out of the harbor, is a vital need. An immediate need is a larger and more accessible dinghy dock where small boats may moor.

Major problems that go along with enlarging the dock facilities have to do mainly with water supply and waste disposal. A dock-age facility would need full, permanent pumpage for wastes. This would have to be evaluated under the town's growth management plan as the equivalent of new dwelling units. These issues need to be resolved to the satisfaction of both the town and the Commonwealth of Massachusetts, which has indicated that it will help municipalities (not private marinas) construct proper pump-out facilities.

#### IMPLEMENTATION

The major thrust of the plan with respect to transportation is determined by the goals set forth in this Chapter and their interaction with some of the economic and community character goals of the town. The following objectives give definition and direction to the previously discussed goals.

##### OBJECTIVES:

1. Move parking out of the center of town, particularly from the waterfront area.
2. Make in-town parking more accessible to town residents and in general increase the availability of resident parking.
3. Reduce congestion and reduce conflicts between pedestrians and automobiles; make alternative in-town transportation attractive and accessible.
4. Research alternative modes of transportation to and from Boston and Logan Airport.
5. Provide additional docking and/or mooring facilities for boaters without damaging the visual, access, and use characteristics of the waterfront or the fishing fleet.

Any strategy to eliminate parking downtown must find alternative spaces for those lost, but it is not an objective of this Plan to greatly increase the amount of additional parking for day-

trippers. This complements the economic development goal to seek better economic balance in the community and not to increase, if possible, the town's dependence on day-tripper traffic.

The dominant goal of this plan is to preserve the character of Provincetown. Traffic congestion and parking are two problems that impact on the character of the town. Similarly, the solutions can have significant impacts on the town. Boat dockage is a second problem that needs more than a technical solution; any viable solutions have very significant design implications and potential to alter the character of the town.

#### IMPLEMENTATION POLICIES

##### POLICIES:

1. Provincetown shall give consideration to strategies directed at encouraging motorists to leave their cars on the outskirts of town. Strategies to be considered shall be, but are not limited to, the following:
  - a. a park-and-ride system with shuttle bus to downtown;
  - b. an in-town shuttle system to run regularly and often in season to relieve in-town traffic and parking demands and to be available during the off-season, especially to the elderly;
  - c. a pedestrian path system designed to enhance the walking environment both around downtown and between downtown and the outlying parking lots;
  - d. other possibilities might include:
    - a bicycle rental program and bike path system;
    - creation of a pedestrian mall by closing Commercial Street to vehicular traffic.
2. The Town shall give consideration to converting some of the Town wharf parking lot into a park, and to reserving part of the parking area for town residents when equivalent or greater parking spaces have been created elsewhere.
3. Provincetown shall evaluate alternative methods of obtaining express bus service to Boston and/or Logan Airport.

4. Provincetown shall evaluate the possibility of boat transportation becoming a regular travel service between Provincetown and Boston. The type of alternative vessels available, their size, speed, and number of trips, and their trip timing should be evaluated as well as the potential for off-season service.
5. The Town shall consider strategies to increase the attractiveness of boating to and from Provincetown, bearing in mind that such strategies shall not conflict with the goal of preserving the fishing fleet. Strategies considered should include, but are not limited to, the following:
  - a. allowing additional slips on the Town wharf,
  - b. expanding the refueling facilities, and
  - c. a public-private partnership to develop a new marina or expand the present marina; however, this does not anticipate a development with commercial uses other than permitted marina-related activities.

Ultimately, nearly all of the implementation strategies in this section of the Plan require either Town Meeting approval of specific capital expenditures or the active participation of the town with private developers or operators.

#### Traffic, Parking, and Pedestrians\*

A primary concern is relieving some of the pressure placed on the downtown area by day-trippers, summer residents and residents. Discouraging day-trippers from coming downtown in their automobiles by providing an alternative--mainly a "park and ride" system--which would allow motorists to park their vehicles at an outlying parking lot and ride downtown on a shuttle bus is an option. At the same time, a certain amount of parking would be eliminated on the town wharf in order to make way for a much needed park. Part of the remaining parking at the town wharf should be for residents. A second major component of this plan would be the provision of transit services along Commercial and Bradford Streets. This could serve the

\*Much of the research and data which underlie these policies derive from the Provincetown Center Parking and Traffic Management Study conducted by Vanasse/Hangen under the direction of the Parking Needs Study Committee as part of the Master Plan; a primary conclusion of this study was the need to develop the Jerome Smith Road satellite parking facility.

elderly during the entire year and be a major source of relief during the tourist season.

There are a number of elements that are needed in order to orchestrate traffic and parking solutions. The first is a town commitment to redesigning the wharf parking lot, with its attendant parking restrictions, and the construction of a new facility. A second, and crucial element, is the provision of transportation from parking areas to the center of town. This element is particularly important to the whale watch and charter fishing boats who will need to get customers from the parking lots to the boats quickly. The provision of whale watch ticket booths in the new parking facility and a good shuttle bus schedule should ensure that remote parking functions well.

The shuttle buses could serve to reduce congestion in another way. Presently, there are large concentrations of rooms on both the eastern and western end of town. Many tourists drive and attempt to park downtown at least once a day, since the walk to downtown is long. In addition to a route between outlying parking lots and downtown, a second route is recommended that uses Commercial and Bradford Streets to facilitate easy travel to the downtown area. This system could be greatly reduced in schedule or switched over to a demand (dial-a-ride) type of service in the off-peak season when it would provide needed assistance to the town's elderly population. This would also provide added year-round employment for drivers.

Signs are an important part of any transportation system. Signs on Route 6 and 6A explaining the parking system are essential. Signs should indicate that there is no parking in the downtown area; the status of parking lots and the route of shuttle buses should be indicated as well. Whale watch and other boat-orientated traffic should be directed to the appropriate lot. The cooperation of advertisers should be solicited. Ads for downtown businesses should include a town parking map.

The creation of new parking lots also requires the development of alternative modes of transportation to downtown. The use of shuttle buses to move tourists from these peripheral lots to the downtown area would serve as one solution. The route should be primarily on the existing major access streets (Conwell and Shankpainter), but even so, the shuttle should be designed for quiet operation in the tight quarters of the narrow street system. The routing and design of the shuttle would be important aspects of the system. In addition to the shuttle bus, a pedestrian path system should be developed to allow those who wish to walk downtown to do so in a safe and attractive environment.

The total number of cars operating in Provincetown remains a critical problem. The basic solution is to encourage a switch in transportation modes. Here, too, the most promising solution is to use small shuttle buses. The town's largest hotels and

Hotels are located in the west and east ends of town. Servicing these areas with a shuttle or "jitney" service along Bradford and Commercial Streets would serve nearly all the town's lodging facilities, restaurants, and stores. An attractive alternative should result in a significant reduction of the total number of vehicles downtown. While the number of buses operating would clearly be reduced in the winter, there is the opportunity to convert the service to a call/response system in the winter. This service would be of primary advantage to the elderly.

On a somewhat secondary level, an additional alternative is to encourage a shift in transportation mode by locating bicycle rental lots directly adjacent to the peripheral parking lots and at all major hotels. Several different types of bicycles could be made available, including ones equipped with baby carriers and carts. Rental dealers would need to provide secure bike racks at various points throughout downtown in order to make this alternative viable.

A suggestion that occurs frequently is the closing of downtown Commercial Street to automobile traffic. This approach would clearly reduce the congestion and confused mix of pedestrian, bicycle, and automobile traffic that clogs Commercial Street. While the logic of this proposal is irrefutable--there have been many successful downtown pedestrian malls--the Provincetown street system does not lend itself to this solution. Because there are only two east-west streets that serve the majority of the town, closing one of them creates a major circulation problem on the side streets without the use of Commercial Street.

Presently, the Vanasse/Hangen study does not find a pedestrian mall to be a viable option because it places too great a burden on Bradford Street. However, the idea should not be abandoned. When parking is restructured, and more parking is diverted to the periphery, and when a bus service is in operation serving the east-west traffic along Commercial and Bradford Streets, this alternative might be more viable. An experiment could then be conducted to see if the closing could work.

There are several options for limiting traffic. The strictest option would be to prohibit all automobile traffic along a portion of Commercial Street. Delivery and service vehicles would be permitted in the area during restricted hours such as from 6:00 to 10:00 a.m. These time periods would require strict enforcement by the local police to ensure compliance. Vans or shuttle buses would be allowed so there would be access to the area. The hours of impact could be reduced so that the ban might only be from 10:30 a.m. to 8:00 p.m., or it might only be enforced on especially heavy traffic days.

#### Service to Boston

As has been indicated, the high quality air service that Provincetown had come to expect may never be reestablished.

However, high quality service to Boston may be provided by boat or by express bus.

A high-speed boat would have several advantages; two of which are the greater seating comfort and service levels generally associated with the larger craft that could be provided. The important element is not the summer service, but retaining a viable service in the off-peak periods. A study should be undertaken to determine the capability of alternative vessels, size, speed and number of trips, and other capabilities including comfort in typical winter and spring weather conditions in the waters between Boston and Provincetown.

If the study results are favorable, then the town should seek out a private operator willing to provide water transportation service to the Lower Cape. An economic development grant to pay part of the capital costs or, perhaps, some state assistance to ensure adequate service in the winter months are possible. Economic development activities that would attract ridership must be undertaken at the same time, however. For instance, the development of a health spa or conference hotel would benefit greatly by such a service; the lodging facility would be better able to book rooms if such a service were available. This coordinated type of action requires participation by the State, the town, an investor, and Provincetown's business community.

As noted earlier, express bus service--while slower and thus possibly less convenient--is another alternative which should be explored. It has the advantage of lower capital costs and operating costs and could be implemented much sooner. Amenities can be added to make the trip pleasant--even fun. It also provides local employment possibilities.

The Town Meeting should set up a committee to follow up on this recommendation and proceed to study the feasibility of both alternatives.

#### Docking And Mooring Facilities

Presently there are no facilities available for visiting boats at the town wharf. Limited docking and some mooring facilities are privately provided. All other visitors must anchor in the open areas of the bay with no launch service and a totally inadequate dinghy dock. For a town whose economy depends on tourists, this is hardly an incentive for the boating public to stop in and visit. Tourists that arrive by boat are desirable because they are likely to have high disposable incomes and thus to make more major purchases. On the other hand, they will also burden the town's limited waste handling facilities.

The town could use additional slips to handle visitors that arrive by boat. The present refueling facilities are inadequate for the existing traffic on a summer weekend. An expanded and

accessible dinghy dock facility is also needed. The question is how to get these additional facilities. The town's pier complex could be expanded, for example, or the town could attempt to find a private party willing to undertake a docking facility project.

Marinas are not the most profitable enterprises, particularly with the investment in environmental impact studies needed to get such a facility approved. Not having to spend scarce town funds to support a marina is preferable. But the decision to develop a private or a joint public/private marina will ultimately be governed by the reasonableness of the investment for prospective developers. In the past, plans for such developments have proposed too much commercial development in the harbor and have failed to recognize the limits on growth faced by Provincetown. The proposed plans would also unacceptably alter the seascape visible from the town.

With the completion of the first phase of work on the town wharf, it is time for the Harbor Development Committee to develop a plan for the future on both the town wharf and the expansion of private facilities. There is no consensus at this time as to the proper level of development needed or on any expansion of the permitted uses; the Planning Board should work with the Harbor Development Committee on this issue. Once issues such as this are determined, the town should publish guidelines to be followed for a private wharf facility. Guidelines should also be established regarding any change of visual access from the town to its harbor.

No attempt has been made to analyze the financial feasibility of a marina project, however. Prospective developers should be required to demonstrate that any additional facilities, over and above those in the town's plan, are needed in order to make the project financially feasible, and they should increase shoreline access. Developers can clearly increase their income with lots of commercial stores and shops. The town should limit the number of stores and set design regulations for their development as well. A developer will not invest, however, if there is insufficient return on a project; therefore, possibilities for grants must be pursued. If Provincetown participates in the project, then there are grants available to cover essential portions of the work; developers must, however, provide public benefits under the Massachusetts Coastal Regulations.

Thus, Provincetown is in a position to guide such development without investing its own public funds through its support of other funding which would reduce the cost to the developers and produce a facility which serves the general public interest. Any such development would also require town permits for water and waste disposal; such permits can also limit the project to serve the general public interest.

## Chapter VI

### HOUSING

#### INTRODUCTION

Affordable housing has always been an important housing issue. In recent years, however, affordable housing has moved to the very forefront of housing concerns throughout the nation. The private sector housing industry has been unable or unwilling to provide housing at a price that persons at or below median income can afford. Provincetown is no different from other communities with respect to this housing issue. Unfortunately, Provincetown's status as a vacation community exacerbates the already exceedingly difficult problem of providing affordable housing.

Just as Provincetown profits from the fruits of tourism, so does it pay the price. As a desirable place to vacation, housing demand in Provincetown is intense during the tourist season. Both second home owners and summer renters serve to increase the price of housing in Provincetown. These vacationers are willing and can afford to pay a much higher price for housing than can the local residents and summer workers.

As a result, Provincetown is faced with a lack of affordable housing for its permanent residents due to these "outside" housing prices, coupled with a limited supply of developable land. A recent survey of town tax assessment records indicated that based on zoning, over 1,363 additional units could be added to the housing supply on vacant land parcels. However, the current status of Provincetown's water, sewer, and solid waste systems means that indiscriminate addition of new dwelling units will only further clog the system. Any additions to the housing stock must be targeted initially to the accommodation of the existing residents in need of affordable housing.

Provincetown must carefully balance its need for affordable housing with growth management. Adequate supply of housing for year-round residents is a crucial issue. Elderly residents and young people just starting out are two groups that are severely impacted by the inflation in housing costs. Even though the growth management plan has a severely restricted growth limit in place until adequate public services can be provided, the system to allocate new development permits is biased toward permanent residents and affordable housing. When Provincetown moves into a less restricted growth level (see Growth Management Chapter), some segment of the housing market must still be preserved for affordable housing.

## GOAL

### Goal:

Provision of decent and affordable housing for year-round residents shall be Provincetown's first housing priority. Provision of housing for the seasonal work-force shall be the second priority.

## PROVINCETOWN'S HOUSING PROBLEMS: AN ANALYSIS

The peak summer population of Provincetown in 1980 was 13,900, and the permanent population only 3,536. This large difference causes the housing market to be driven by the summer resident. The price that a summer resident can pay for housing is far different than what a local resident can afford. Generally, higher and lower income groups do not compete for the same housing units--in Provincetown they do. Summer residents are not so concerned about having a lot of space in their vacation homes as they are when searching for a permanent residence. Therefore, summer residents tend to buy or rent smaller units. Unfortunately, these smaller units are what would normally be affordable to Provincetown residents. The demand created by out-of-towners pushes the price of even the smallest unit out of reach for Provincetown residents--at least for the summer.

The disparity between summer and winter housing rental prices causes many Provincetown residents to move twice a year. In the winter, renters can live in good quality winterized buildings, but must move to poorer quality summer housing when the rents go up for the season. The Provincetown Inspector of Buildings has estimated that constructing housing costs around \$58 per square foot, whereas the sale prices are two to over five times that figure. Data collected from realtors in late 1986 show that single-family housing prices range from \$85 to \$195 per square foot while condominium prices range from \$100 to \$330 per square foot.

According to representatives of local real estate offices, the median monthly rent has gone from \$268 for a two bedroom unit in 1980 to a 1986 value of around \$600. Meanwhile, a business survey indicates that 28 percent of the employees in Provincetown earn less than \$10,000 per year. The median income for Provincetown residents in 1986 was \$12,400. This means that median income residents could be paying 58 percent of their incomes in rent alone, while the national average for housing costs is about 30 percent of a household's income. This is clearly hard on year-round residents, and there is a tendency for them to be forced out of units in Provincetown during the summer.

The lack of affordable housing is also an age-related problem in Provincetown. The elderly, who constitute one-third of

Provincetown's population, may be on fixed incomes but are required nonetheless to pay for the lifestyles of others, specifically the seasonal residents. Further, the elderly population in Provincetown, like that elsewhere in the United States, is growing rapidly. An analysis of population trends by age in Provincetown reveals this nationwide pattern.

Table 1. POPULATION BY AGE, PROVINCETOWN, 1970-1987

Age Group	Provincetown			1970-1987 Change	
	1970	1980	1987	Amount	Percent
0-14	588	448	411	-177	-30.1
15-19	192	194	180	-12	-6.3
20-24	226	288	256	30	13.3
25-34	317	774	781	464	146.4
35-44	338	431	445	107	31.7
45-54	389	403	430	41	10.5
55-64	390	407	415	25	6.4
65-74	278	343	364	86	30.9
75 and over	193	248	297	104	53.8
TOTAL	2,911	3,536	3,579	668	23.0%

Sources: U.S. Bureau of the Census and Hammer, Siler, George Associates.

As shown in Table 1, while population on the whole increased, the increase was accompanied by a distinct aging trend. The number of persons under age 20 decreased on the whole. The population in the youngest group fell by almost 30 percent between 1970 and 1987, while the 15 to 19 year age group experienced some minimal decline as well. The 25 to 34 year age group experienced the highest growth, at a rate of 146 percent. The number of persons over the age of 64 increased by over 40 percent; the number of elderly persons (those over 74 years) increased by over 50 percent.

If the aging trend continues at the 1970 to 1987 pace, a major portion of the Provincetown population will approach middle age, and the number of elderly people will grow faster than the population as a whole. This projection is shown in the following table.

Table 2. POPULATION BY AGE PROJECTION,  
PROVINCETOWN, 1970-1987

Age Group	Provincetown			1990-2000 Change	
	1990	1995	2000	Amount	Percent
0-14	398	381	377	-21	-5.3
15-19	175	170	168	-7	-0.4
20-24	258	259	260	2	0.8
25-34	786	787	795	9	1.1
35-44	453	459	469	16	3.5
45-54	450	477	493	43	9.6
55-64	420	439	455	35	8.3
65-74	368	386	404	36	9.8
75 and over	312	332	353	41	13.1
TOTAL	3,620	3,690	3,774	154	4.2%

Source: Hammer, Siler, George Associates and Phillip Herr & Associates.

Based on population projections by Phillip Herr, total growth will be much slower through the year 2000 than it has been in the past. Even so, that portion of the population over the age of 64 will continue to grow.

The aging of the population implies certain housing requirements will be needed in the future. Older persons grow to have special housing needs which often include improved access to health care. The ability to pay for housing that adequately meets the needs of this group is being constrained by the housing prices generated by the seasonal population which are not supported by the year-round income levels.

Table 3 examines projections of the number of households by income group for Provincetown. Household projections are based on existing population and average household size projections. The number of households in Provincetown is projected to increase by 124, or 7.0 percent by the year 2000.

Table 3. YEAR-ROUND HOUSEHOLDS INCOME DISTRIBUTION,  
PROVINCETOWN, 1980-2000

Income	1980	1985	1990	1995	2000	1980-2000 Change	
						Amount	Percent
<\$10,000	615	613	615	624	604	-11	-1.8
\$10,000-\$19,999	410	408	413	402	434	24	5.9
\$20,000-\$29,999	290	293	293	302	306	16	5.5
>\$30,000	448	462	489	517	543	95	21.2
TOTAL	1,763	1,776	1,810	1,845	1,887	124	7.0%

Note: Data in 1987 constant dollars.

Sources: U.S. Bureau of the Census, Massachusetts State Data Center, Phillip Herr & Associates, and Hammer, Siler, George Associates.

Table 3 indicates a general increase in household income levels. Households with incomes of less than \$10,000 are projected to decline by almost two percent in the projection period, while those with incomes of over \$30,000 are projected to increase by over 21 percent. The income distribution also indicates that the gaps between the number of households in each category have decreased slightly.

Unfortunately, a substantial portion of Provincetown's year-round households remain in the lowest income category, and are most vulnerable to the rising costs of housing and the resulting lack of housing options. These are people who have to spend a disproportionate amount of their income on housing. A continuing lack of affordable housing could force younger individuals, with the greatest earnings potential, to abandon the community, leaving that portion of the population whose earning potential is not commensurate with existing housing prices, and who are the least able to pay for the public services necessary to support new housing construction.

If the income data is compared to the age trend data presented earlier, it remains evident that the provision of adequate affordable housing is required in order to maintain growth in Provincetown income levels and retain those individuals with the greatest earning potential. While income levels would appear to increase as the population ages, at some point, generally retirement at age 65, most individuals and households no longer experience increases in their income levels. Fixed income payments, as generated by Social Security or other pension pro-

grams, do not allow elderly individuals to compete for the type of housing options and associated rent levels that accompany the second home or seasonal market. If a person's lifetime earning potential has been based on the average year-round salary levels which exist in Provincetown, they will remain outside the spectrum of the units which are being constructed.

Older persons are the major users of health care services and the costs of health care often require substantial expenditures. If an individual is spending a disproportionate amount on shelter, health care needs will be met at the expense of other services. The need for public help in providing long-term elderly care, whether it is in the form of senior citizen living facilities or assisted housing would enable individuals to devote more of their resources to the support of other public services.

As a means of quantifying the number of households who could potentially afford new housing, a comparison between projected population growth and projected household income levels is made. It should be noted that this analysis makes no allowances for the households currently living in inadequate housing, or those whose housing needs may change due to unforeseen circumstances.

Between 1987 and 2000, the population in Provincetown is projected to increase by 195 persons. Applying an average household size of two people yields an additional 98 households. These new households will require housing units; it has been shown that the minimum cost of a new housing unit is \$60,000. To afford this newly built unit without subsidy, a household's minimum income must be \$28,600. Based on the income analysis presented earlier, only 26 percent of the new households could afford a new housing unit. In other words, if a new unit were built for each of the 98 new households, only 25 households could actually afford the market rent for that unit, leaving 74 households unable to afford new housing.

Meanwhile, at the present time according to a study conducted for the Cape Cod Planning and Economic Development Commission on affordable housing: the median sales price of residential property in Provincetown increased 58 percent and the price of a condominium unit rose 138 percent between 1984 and 1986; the median sales price in 1986 was \$164,229; thus, the percentage of Provincetown's current median household income that would have to be devoted to housing at the median price would be 114 percent, and, using the State and Federal standard of affordability of 30 percent of gross income, the price of an affordable house that someone at the median income level could buy (at 10 percent interest) is \$43,124. The question is, how many units are available at that price?

These statistics indicate certain affordable housing tools will need to be implemented in order to accommodate growth. There will continue to be households needing housing in Provincetown,

although many will not be able to pay the market rate for housing.

The gap between housing costs and household incomes is not unique to Provincetown among Cape Cod communities. A 1986 survey of employers in Barnstable, Dennis, and Yarmouth shows that 40 percent of these communities had problems attributable to the lack of affordable housing and an additional 40 percent expect to have those problems by 1991. Among these problems are: 1) employee turnover requiring additional time of employers to hire and train their staffs, 2) excessive commutation times to and from homes off of the Cape, 3) tired employees who work more than one job, and 4) dissatisfied employees who do not have sufficient residential privacy because of doubling and tripling up.

Affordable housing for summer employees is a problem also. If housing is not affordable, then either the number of people willing to come to Provincetown for summer jobs will diminish or employers will have to pay significantly higher wages. Neither of these situations would be beneficial to the tourism industry and the high housing costs hurt the local economy as a whole. To the extent that the economic season can be lengthened (see Chapter IV of the Master Plan), employment demand may not be limited to the summer months and more residents would have year-round employment, and thereby would be more able to afford year-round housing.

The following analysis examines summer housing issues. Population and resultant households are basic indicators of housing demand. Table 4 shows population figures for Provincetown and Truro as taken by the U.S. Census around March 1980. Therefore, these data show the housing situation in the off-season. What happens to Provincetown when the summer resident population blooms to 13,900?

The U.S. Census counted 3,060 housing units available in Provincetown during 1980. Many of these units are occupied seasonally only; the year-round stock totals 2,168 in Provincetown. Therefore, whereas the average household size in Provincetown is 1.98 during the off-season, if the summer population is 13,900, divided by the number of available units (3,060), the average household size for Provincetown during the summer is 4.54. While this average household size may be an overestimate, due to the existence of "midnight kitchens," obviously, a portion of the residents and summer employees are doubling and tripling up in housing units in order to live in Provincetown. In addition, they may be in substandard buildings.

Table 4. POPULATION, HOUSEHOLDS, AND AVERAGE HOUSEHOLD SIZE, PROVINCETOWN AND TRURO, 1980

<u>Location</u>	<u>Population</u>	<u>Number of Households</u>	<u>Average Household Size</u>
Provincetown	3,536	1,786	1.98
Truro	<u>1,486</u>	<u>701</u>	<u>2.12</u>
Total	5,002	2,487	2.01

Sources: U.S. Bureau of the Census and Hammer, Siler, George Associates.

**Provincetown Business Housing Need Survey**

A survey of local businesses was conducted to determine the housing needs of Provincetown employees. The survey was completed by representatives of 55 businesses. Retail shops and restaurants each represented 23 percent of the responses. Motels accounted for 16 percent. Other businesses, such as real estate offices, news services, and light industry accounted for 38 percent of the responses. Employer responses accounted for an estimated 944 people and 491 households. It should be noted that some respondents did not answer questions 3 and 5, plus some households having more than one employee represent duplicate responses which were not eliminated.

The survey employed the questionnaire presented below and permitted respondents to make comments.

Survey

1. What type of business do you operate:
 

a. Restaurant __,	b. Motel/Inn __,
c. Retail Shop __,	d. Other _____.
2. Number of employees: a. Year-round \_\_, b. Seasonal \_\_.
3. Number of employees who are: a. Year-round \_\_, b. Seasonal \_\_.
4. Number of employees over 62 years old and/or handicapped:
 

a. Year-round __,	b. Seasonal __.
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5. Number of households represented by your employees \_\_.
6. Number of employees by 1986 income range, including tips:
 

a. Year-round	b. Seasonal
Less than \$10,000 __	Less than \$5,000 __
\$10,000-\$19,999 __	\$5,000-\$7,499 __
\$20,000-\$29,999 __	\$7,500-\$9,999 __
Over \$29,999 __	Over \$9,999 __
Total __	Total __
7. Share of employees who live in:
 

a. Provincetown __%	b. Truro __%	c. Other communities __%
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(Total should equal 100%.)
8. How many of your employees are provided housing units \_\_, or a housing allowance \_\_ as part of their compensation?
9. Do you have difficulty retaining employees because of a lack of affordable housing? a. Yes \_\_, b. No \_\_.
10. Would you consider providing your employees with any of the following fringe benefits:
 

a. Dormitory __,	b. Higher Pay __,	c. Bonuses __,	
d. Meals __,	e. Transportation __,	f. Other _____.	

The year-round and seasonal jobs fluctuate greatly as shown in Table 5. Over 72 percent of the businesses have year-round employment of less than ten persons. Most businesses add 5 to 10 persons in the summer season.

Table 5. TYPE OF BUSINESS BY NUMBER OF EMPLOYEES, PROVINCETOWN, 1986

Number of Employees	Type of Business				Total	Percent
	Restau- rant	Motel/ Inn	Retail Shop	Other		
<u>Year-Round</u>						
0-10	2	6	5	13	26	72.2
11-20	1	0	1	2	4	11.1
21-30	0	0	1	1	2	5.6
Over 30	0	1	1	2	4	11.1
Subtotal	3	7	8	18	36	100.0%
<u>Seasonal</u>						
0-10	2	3	8	7	20	45.5
11-20	4	2	3	2	11	25.0
21-30	7	1	0	0	8	18.2
Over 30	1	2	1	1	5	11.3
Subtotal	14	8	12	10	44	100.0%
TOTAL	17	15	20	28	80	

Source: Hammer, Siler, George Associates.

Table 6. NUMBER OF EMPLOYEES BY INCOME RANGE, PROVINCETOWN, 1986

Number of Employees	Income Range				Total
	Less Than \$10,000	\$10,000 to \$19,999	\$20,000 to \$29,999	Over \$29,999	
<u>Year-Round</u>					
0-10	16	27	11	8	62
11-20	3	2	1	0	6
21-30	1	0	0	0	1
Over 30	0	0	0	0	0
Subtotal	20	29	12	8	67
<u>Seasonal</u>					
	Less Than \$5,000	\$5,000 to \$7,499	\$7,500 to \$9,999	Over \$9,999	
0-10	20	18	7	5	50
11-20	4	3	2	0	9
21-30	2	1	0	0	3
Over 30	1	0	0	0	1
Subtotal	27	22	9	5	63

Source: Hammer, Siler, George Associates.

Twenty-eight percent of year-round employees make less than \$10,000 per year; 42 percent earn from \$10,000 to \$19,999; 18 percent earn from \$20,000 to \$29,999. As would be expected, a higher percentage of seasonal workers have lower household incomes. Over 43 percent of seasonal employees earn less than \$5,000 while only eight percent earn more than \$29,999.

Table 7 distributes the employees by their place of residence. Sixty-one percent of all employees live in Provincetown, 25 percent live in Truro and 14 percent live in other communities.

Table 7. TYPE OF BUSINESS BY EMPLOYEE RESIDENCE, PROVINCETOWN, 1986

Percent of Residents	Type of Business				Total
	Restau- rant	Motel/ Inn	Retail Shop	Other	
<u>Provincetown</u>					
0-19%	0	0	0	2	2
20-39%	0	1	0	0	1
40-59%	0	0	0	1	1
60-79%	0	0	2	3	5
80-100%	14	7	9	14	44
Subtotal	14	8	11	20	53
<u>Truro</u>					
0-19%	7	2	2	6	17
20-39%	0	0	1	0	1
40-59%	0	0	0	2	2
60-79%	0	0	0	0	0
80-100%	0	1	0	1	2
Subtotal	7	3	3	9	22
<u>Other</u>					
0-19%	1	0	1	5	7
20-39%	0	0	0	3	3
40-59%	0	0	0	0	0
60-79%	0	1	0	0	1
80-100%	0	0	0	0	0
Subtotal	1	1	1	8	11
TOTAL	22	12	15	37	86

Source: Hammer, Siler, George Associates.

Although a major portion of employees in Provincetown are residents, slightly over 59 percent of the businesses indicated they have problems with employee retention. Most of the businesses indicated they might consider certain employee fringe benefits to encourage job retention; higher pay and bonuses were the main incentives. Generally, restaurants indicated they would provide meals or bonuses, motels would provide dormitory space and transportation, retail shops would offer bonuses and other businesses would offer higher pay or bonuses. In most cases, the incentive offered appears to be directly related to the type of

service already being provided by the business, thereby minimizing additional costs to the business. Yet only the motel industry could provide the needed fringe benefit-- housing--that otherwise eats up a significant portion of an employee's income.

The housing survey data in the previous tables does not include municipal government employees. A survey form was completed by the Town of Provincetown. Because the primary focus of the housing survey dealt with housing needs of private-sector employees, the public sector survey is analyzed separately.

The survey represents a total of 253 persons and 240 households. Among town employees, 143 persons are year-round employees and the remainder are seasonal. Over 94 percent of both year-round and seasonal employees are also year-round residents. The municipal government employs 31 elderly/handicapped persons; 75 percent of these persons are seasonal employees.

Almost 68 percent of the year-round employees earn between \$10,000 and \$19,999. Twenty percent earn between \$20,000 and \$29,999. Eleven percent earn less than \$10,000 and only 1.3 percent earn more than \$29,999. Almost 85 percent of seasonal employees earn less than \$5,000, while 7.2 percent earn more than \$9,999.

Seventy-eight percent of all municipal workers live in Provincetown, 10 percent live in Truro, and the remaining 12 percent reside in other communities. The town currently does not provide any housing units or housing allowance as part of employee compensation. Additionally, the town does not feel it has any difficulty retaining employees due to a lack of affordable housing. As a result, currently no fringe benefit programs are under consideration.

#### Examples From Other Areas

Some resort communities in other areas assist area employees with their housing needs. Aspen, Colorado's development code requires that proposed residential projects include units designated for local employee occupancy or payments to the town in-lieu of providing the units. These units may only be sold or rented to local employees.

Pitkin County, Colorado has a Permanent/Moderate Cost Housing zoning district within which higher housing densities are permitted than in zones for market rate units. Breckenridge, Colorado encourages 5 percent of residential project buildings and 10 percent of nonresidential projects be dedicated to employee housing. Developers have the option of paying \$60 per square foot of building space to the town for employee housing.

Lastly, in Atlantic City, New Jersey, the Casino Reinvestment Development Authority taxes gross casino revenues, drinks, and

hotel rooms. These funds are used for multifamily housing projects, 70 percent of which units are reserved for moderate-income and the remainder are reserved for low-income persons. The housing situation in Provincetown is quite similar to those of other tourist communities.

#### OBJECTIVES

There are basically two avenues to follow in beginning to achieve the affordable housing goal (first, provision of decent and affordable housing for year-round residents and second, provision of housing for the seasonal work-force):

##### OBJECTIVES:

1. Use available programs or devise programs that will raise money to be used by the Town of Provincetown for the provision of affordable housing.
2. Devise programs or regulations that will encourage the private sector provision of affordable housing to residents of Provincetown and to those employed on a seasonal basis.

#### IMPLEMENTATION POLICIES

There are a variety of implementation alternatives available to local governments for the provision of affordable housing. The vast majority of these will not be of any value in Provincetown. First, until vital town resources can sustain a higher level of growth, the limited growth potential proposed by the growth management section of this plan eliminates most linkage type programs that have been popular in other Massachusetts communities because the programs cannot generate a significant revenue on the limited growth potential. This does not, however, prohibit the town from developing an effective housing plan.

The policies contained in this plan are tailored to work in the restricted growth environment of Provincetown. Affordable housing projects and housing for long-term residents are given development priority over other projects in order to promote Provincetown's development housing goals.

##### POLICIES:

1. Provincetown shall continue to aggressively pursue Federal and State assisted housing funds.

The primary approach to the housing problem over the past forty years has been to build housing for low income groups with the assistance of Federal and State funds. In 1985, the Provincetown Housing Authority built twenty-four units of as-

sisted housing using a Commonwealth grant. For the lowest income year-round resident, this type of assisted housing operated by the town will continue to be needed. But, Federal and State assisted housing programs have declined drastically since 1980; therefore, funds for this type of housing have become increasingly difficult to obtain. With funds running low, the Housing Authority and town staff need to pursue whatever funds are available. However, even a very successful effort will not significantly alter the overall dimensions of Provincetown's housing problems.

2. Provincetown's New Development Permit Allocation System shall make affordable housing for residents a primary point scorer.

The growth management section of this Plan is based on a new development permit system that limits the number of new development permits available in a given year and provides a scoring system to determine who gets the available permits. This system has been developed to provide maximum benefit to the town's existing residents and especially those who are in need of assistance in obtaining housing. The system has categories that give priority to resident and affordable housing. Projects that benefit the resident and provide affordable housing will always out-score projects that benefit nonresidents.

Thus, an elderly housing project to be built by Provincetown's Housing Authority or a local church would receive maximum points in both categories. Or, an assisted project addressing the need of resident artists or any other group for affordable space would receive maximum points in the affordable category and in the residency category as well.

3. Provincetown shall consider the viability of passing a real estate transfer tax in order to provide a local source of funding for assisted housing.

An important initiative would be the passage of a real estate transfer tax that would be used by the town to fund moderate income housing. This is clearly related to the assisted housing program in the first policy. A real estate transfer tax provides a local source of funding for assisted housing: funds raised could either be used independently by the town or used to match state or federal funds. A one percent transfer tax, similar to that in Nantucket and Martha's Vineyard, would provide about \$150,000 per year in Provincetown, based on 1987 real estate sales. This money should go into a limited amount of new construction, plus the acquisition by the town of some existing units.

4. Provincetown shall consider the viability of private-sector employee housing programs or requirements.

A variation of this general affordable housing concept centers around employee housing. In the past, several company towns were built in this country in which specific provisions for worker housing were part of the overall community design. In recent years, some communities, most notably ski-resort communities (especially in Colorado) and various shore resorts, have returned to the notion that large employers have, or should have, a responsibility for the provision of worker housing. Boston has recently adopted a similar program for major commercial developments or redevelopments.

This type of regulation has limited potential in Provincetown because of the currently limited growth and the small scale of development. There is, however, potential for the development of a large motel/hotel and large restaurants. Any development that employs more than twenty-five (25) employees could be required to provide housing for at least ten (10) percent of its employees on-site or at a remote location. This should also apply to any large seasonal employer, including the National Seashore. If they do not provide the housing, they could be required to provide some sort of in-lieu service or payment to the town. In addition, the Chamber of Commerce and the Provincetown Business Guild might raise funds from their membership to assist in the construction of units that could provide needed summer housing.

5. Provincetown shall investigate and facilitate housing solutions which are alternatives to new construction such as: shared housing/match-up programs, home equity conversions, equity sharing, and the development of a housing trust.

Some of these alternatives can be particularly helpful to the elderly who may be in a situation in which they are "house rich/cash poor" due to living on fixed incomes but having to bear the increased cost including taxes of living in a community where such costs are driven by nonresidents with higher incomes.

Shared housing includes a number of strategies from traditional room rentals to "homesharing," equity sharing, or two household joint purchase. Mortgage, utility, and maintenance costs can be divided among the occupants. Match-up programs, which have been used to bring someone who needs housing together with someone who needs financial support to maintain their home, can be community sponsored or privately run. There are approximately 150 of these programs around the country. Such a program could be started immediately. In other areas of the country, these programs have been successful for the elderly not only by allowing them to use the equity they have in their home to boost their income but also at the same time to gain the security and companionship of having another, usually younger and more able-bodied, person around.

Other individual financing options which could be supported by a public policy to encourage financial institutions to consider them are: home equity conversions and reverse annuity mortgages. Sale/leaseback arrangements can also help the elderly. In addition, programs such as the Massachusetts Housing Partnership (HOP) provide state funding through grant programs (CDAG infrastructure grants, CDBG block grants) which can be pursued by the Housing Authority and other town entities.

Housing trusts have been established in Rhode Island, Florida, North Carolina, and about 14 other states. As with the familiar highway trust fund, selected revenues are earmarked for investment or reinvestment in housing. The sources of these revenues vary and may include real estate transfer taxes, general funds, or other sources. (In Rhode Island, the state purchased Providence's housing loan portfolio that had been financed by community development block grants, bonds, and other revenues at a discounted rate; the revenue stream received from the state is earmarked for use by Providence to produce more housing.) Most trust funds target real estate transfer taxes partly because their yield is highest in "hot" housing markets which also tend to increase housing costs and reduce affordability for persons on fixed incomes such as the elderly. Housing trusts generally include resale restrictions and shared equity programs.

6. Provincetown shall consider strategies that will encourage the addition of commercial apartments to both new and existing commercial developments.

Commercial apartments, that is residential units in a building where commercial activities occupy one or more floors, is a very common practice in Provincetown. The conservation of this type of housing is important. The overlay system which will be proposed to preserve the community character of the town should contain provisions to conserve the existing stock of units.

New commercial development on the periphery of town has followed the typical suburban, one-story shopping center design. Developers of commercial property should be permitted and encouraged to build small residential units above their shops. This strategy would also help in getting shopping center development to better relate to the scale and character of Provincetown.

7. If an educational institution is attracted to Provincetown, any available student housing facilities should be pursued as an alternative form of affordable housing for seasonal employees.

In the economic development section of this Plan, there is a recommendation for the establishment of an educational institution in order to broaden the town's economic base. Students should be encouraged to work in town in the summer and live in the student housing. Any vacancies in that student housing should be made available for summer employees. This type of

multipurpose housing might be very useful in meeting summer employee housing demand.

8. Provincetown zoning should be reviewed to develop affordable housing exemptions to regulations regarding cluster developments, accessory apartments, and manufactured homes.

Even though new development growth is currently limited due to the constraints on the town's resources, resident affordable housing will have the advantage in the new development permit allocation system. This advantage will continue even in the less restricted permit allocation levels. It is therefore advisable to review the underlying zoning regulations and explore the development of properly restricted affordable housing exemptions. In other areas, such special permit exemptions as accessory apartments or Planned Unit Developments are deed restricted to, for example, residents over 55, tenants over 62, HUD guidelines, Section 8 eligibility, percentage of total floor area, etc. The purpose of such restrictions is clearly to ensure that community granted affordable housing exemptions remain affordable and are not used for private speculative profits.

## Chapter VII

### PLAN AMENDMENT

#### INTRODUCTION

One of the most trite expressions in planning is "it is not engraved in stone." At one time, this phrase was intended to convey the message that a plan could be modified, if need be, to meet changing conditions or to correct errors. The phrase has now become the standard introduction for those who seek a handy catchword to justify deviating or simply ignoring the plan.

Changes in long-range documents, such as Master Plans, are inevitable. Plans are generally based on various types of data and projections which, if faulty, cause the need for reassessment of the goals, objectives, and policies of the Plan. Plans need a certain amount of flexibility in order to deal with unforeseen situations without requiring an amendment to the Plan--oftentimes, such flexibility is missing. There are various strategies a community can adopt in order to minimize the number of plan amendments needed.

#### GOALS AND OBJECTIVES

##### GOAL:

To recognize and provide for the need to have a plan which contains provisions for a reasonable amount of flexibility and which permits the town to make rational, sustainable corrections over time.

##### OBJECTIVES:

1. To review the goals, objectives, and policies of the plan every five years as part of the annual review.
2. To provide for a means of adjusting the growth management system (New Development Permit Allocation System) to resource capacity on an annual basis without amending the plan itself.

Provincetown's Master Plan had to be developed without clear knowledge pertaining to the resources which will be available in the future to support development. At the present time, for all intents and purposes, there is no resource capacity remaining allowing for development. If and when additional resources will become available is uncertain, as is how adequate those resources will be to support additional development. Thus, while targets for growth have been suggested in this Plan, they cannot be achieved until resource capacity is sufficiently expanded.

In order to provide a reasonable amount of flexibility to accommodate the uncertain development conditions without a change in the Plan, the Plan includes policies to establish three levels of an allocation system for new development permits. The Plan policies also establish a reporting system in order to assess the town's resource situation on an annual basis, with this information then passed on to the Town Meeting. This annual reporting system provides the information the town needs in order to decide which level of the development allocation system should be in effect. An amendment to the allocation system level due to the resource capacity information given in the annual assessment, therefore, must be distinguished from a basic change in the direction of the Plan.

Changes in policy direction need to be identified by a review of the Plan's goals, objectives, and policies. Although a review of the Plan may be undertaken whenever it is deemed necessary, the Plan must be reviewed every five years. This review must be included in the annual report in addition to the annual monitoring requirements. The review shall contain an assessment of the progress made in implementing the Plan and a review of the Plan's goals, objectives, and policies. If changes in the Plan are needed, then the annual report to the town should include a recommendation for revision of the Plan.

For example, there are often issues that were not critical or foreseen when a plan was developed. Provincetown, at this point in time, has no need for policies that manage growth other than by sheer health and safety standards--the limits on growth are automatic. The day that Provincetown can choose whether or not to allow growth to keep pace with demand is unforeseen. Yet, if new technology break-throughs made it possible for Provincetown to accommodate all the development demand, then the Town would face an issue with which the current Growth Management Section of the Master Plan is poorly equipped to deal.

New issues may require a reassessment of goals, objectives, and policies. At this time, Provincetown wants to allow as much growth as possible--simply because very little growth is possible. If more growth could be accommodated, the Town may decide it wants to limit growth in order to preserve the character of the Town, or for some other reason. The Master Plan, therefore, would need to be updated.

#### GUIDELINES FOR REVISING THE PLAN

Whether at the annual review or at other times, amending the plan is critical and shall not be taken lightly. During each review period and at the Town Meetings, all current information, projections, and assumptions shall be given detailed review. Elected officials and citizens shall be provided information on all new factors which might affect the Plan and asked to submit

any additional concerns of their own. The Plan shall be amended, if need be, in a manner similar to its original development.

In developing this Plan, special care has been taken to provide the necessary flexibility within the growth allocation system so that frequent changes to the Plan itself may be avoided. The burden of proving that the Plan should be changed rests with those seeking the change. They must convince the town that a real and immediate need for change exists and that the reasons are sufficiently strong to justify an amendment.