THE PLANNING FUNCTION IN THE CAPE COD AREA

by

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Signature of Author

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Certified by

Thesis Supervisor

Accepted by
Chairman, Departmental Committee on Graduate Students
- ABSTRACT -

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Darrel Homer Stearns

Submitted to the Department of City and Regional Planning on August 24, 1953, in partial fulfillment of the requirements for the degree of Master in City Planning.

The study is an attempt to find a means for achieving the benefits of an application of comprehensive planning and full-time professional planning advice for all parts of Cape Cod, a locality where full-time professional planning assistance is now unknown.

The major assumptions of the study are that local control of local government is a desirable objective and that local control can be maintained and strengthened by reassigning certain functions to those levels of local government where they can be more efficiently and effectively performed.

The study brought out the fact that Cape Cod has many characteristics which make it a desirable unit for planning purposes and a better unit for these purposes than any of its fifteen towns. There were found to be a number of planning problems concerned with both private and public development which could be more effectively and efficiently solved by a planning agency responsible for Cape-wide planning; it was found that for the towns of the Cape to support an adequate full-time planning staff at a reasonable per capita expenditure they must do so as a single unit.

The possible organization of a planning board and of its staff are outlined and their relationship to the County and to the towns is defined. The unique capabilities and responsibilities of the Planning Board for providing the summer resident, the dominant factor in the Cape's economy, a voice in local government, and for promoting an attitude on the part of local government cognizant of the summer resident's interests for their mutual benefit, are recognized and strengthened by giving the summer resident representation on the Board.

The study proposes not only a means for achieving the benefits of comprehensive planning and full-time professional planning advice in Cape Cod, but a means that is also believed to be practicable of achievement.

Thesis Supervisor: Roland B. Greeley
Title: Associate Professor of Regional Planning
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LETTER OF SUBMITTAL

48 Hudson Place
Cambridge 38, Massachusetts
August 24, 1953

Professor Frederick J. Adams
Head, Department of City and Regional Planning
Massachusetts Institute of Technology
Cambridge, Massachusetts

Dear Professor Adams:

In partial fulfillment of the requirements for the degree of Master in City Planning, I herewith submit my thesis entitled "The Planning Function in the Cape Cod Area".

Sincerely yours,

Darrel H. Stearns
Cape Cod, a long narrow neck of land jutting into the Atlantic off the Massachusetts mainland, has a familiar name in these United States—as place, resort, and ancestral home of the Cape Cod cottage. From the Cape Cod shipping canal to the Provincetown tip it stretches some 60 miles, includes 15 Massachusetts towns, supports some 47,000 year-round residents.

With its advantages of climate and seashore, its heritage from days gone by, and its "out of the way", but easily reached location relative to New York and Boston, it seems only natural that it has become the resort community which it is.

One could describe the Cape in somewhat specific terms as a seaside resort of the summer residential type with tendencies, although less than in the past, to exclusiveness. Summer residents are mostly from New England and New York and come principally from the Boston and New York metropolitan areas. A 1945 study of Falmouth found that 81% of the guests in that town were from the lower New England, Boston and New York areas. About half were from the two
metropolitan areas alone. Of the remainder, 5% were from upper New York State and 7% from the Middle Atlantic States and three of their cities—Baltimore, Philadelphia, and Washington, D.C. The summer population is estimated by the Cape Cod Chamber of Commerce to be roughly four times that of the winter. An additional 50,000 people are estimated to be on the Cape on weekends and holidays during the summer.

Faught found summer postal activity in Falmouth to be ten times that of the winter, a fact which serves to emphasize the Cape's chief problem—a one industry, seasonal economy. Independence Day and Labor Day open and close the season. Faught found half of Falmouth's seasonal activity to be during the one month of August.

The Cape has several institutions of significance that are not dependent upon recreational amenities. Three are permanent and located at Woods Hole in Falmouth—the Woods Hole Oceanographic Institute, the Marine Biological Laboratory, and the U.S. Bureau of Fisheries. They are widely known in scientific circles. The Navy is in the process of constructing an additional facility to this group to house associated scientific activities which are under Navy jurisdiction. Camp Edwards, an Army Camp constructed in 1940.

2 Ibid., p.40.
3 Ibid., p.39.
Otis Air Force Base, Camp Wellfleet, and the North Truro Air Force Installation are other institutions of some significance; however, they are active only as defense considerations require.

Cape Cod people can be described as a self-sufficient, straightforward sort with strong ideas about local government and government in general. About one out of every eleven are foreign-born, the largest single group being from Canada.\(^1\) Native-born Portuguese, descendants of immigrants from the Azores and Cape Verde Islands form a dominant minority group.\(^2\)

A significant fact in the local economy is that summer residents contribute the major share of tax collections to support local government. Faught discovered that in Falmouth summer property owners paid 60% of town taxes directly and an estimated 15 to 25% additional indirectly.\(^3\) They have no direct voice in local government.

Of the Cape's 399 square miles, 8.2% is in farms as compared to 33% for the State as a whole. Agricultural income approached $2,400,000 in 1949, which was about

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3 op. cit., Faught, p. 62.
evenly divided as to source between poultry and poultry products and crops, principally cranberries and strawberries.\textsuperscript{1} The Chamber of Commerce lists gross annual bank deposits at about \$72 million in 1952 and credits most of it to the recreation industry. Fishing, shipbuilding, salt evaporation, and various home industries such as glass-blowing, have all flourished at various times.\textsuperscript{2} The only ambitious industrial undertaking appears to have been a fertilizer plant which operated at Woods Hole for some thirty years after 1859. One of its major contributions was its influence in bringing a railroad to the Cape.\textsuperscript{3}

The only railroad is now operated as the Old Colony Line of the New York, New Haven, and Hartford Railroad. The line extends as far as Provincetown, but passenger service is offered only as far as Hyannis, the Cape's largest municipality, located in the town of Barnstable. Other transportation facilities include U.S. highway \#6 and State highway \#28. Three bridges over the Cape Cod Canal (one for railroad) offer access to the Cape by land. Scheduled airline service by Northeast Airlines is provided at Hyannis with flights to New York and Boston; scheduled service is also offered between Provincetown and Boston by the Provincetown-Boston airline.

\textsuperscript{3} op. cit., Faught, p.12.
Scheduled year-round ferry service is provided to the islands of Martha's Vineyard and Nantucket and to New Bedford from Woods Hole; summer excursion schedules are operated between Hyannis and Nantucket and between Boston and Provincetown. The Massachusetts Steamship Authority operates the year-round service to the islands. The New England Transportation Company, a subsidiary of the New York, New Haven, and Hartford Railroad, and the Almeida Bus Lines offer bus connections between the Cape and other points. Unscheduled air transportation service is also an important factor in the Cape's transportation system.

Political activity centers about the fifteen towns, all of which retain the traditional town meeting form of government, except Falmouth which uses a limited type of representative town meeting. Provincetown is in the process of instituting town manager government and increasing the number of selectmen from three to five. Barnstable has been studying the possibility of limited town meetings. The area of Cape Cod is for all practical purposes coterminous with the area of Barnstable County. The Cape Cod Canal which is often considered the beginning of the Cape actually does not serve as a political boundary, a portion of the town of Bourne being on the mainland side.

The Cape can hardly be called metropolitan in character.

1 op. cit., Chamberlain, p. 8.
Its only two towns with a population over 5,000 are Barnstable with 10,480 and Falmouth with 8,662. Five towns—Truro, Mashpee, Brewster, Eastham, and Wellfleet—have less than 1200 people each. Population growth can be expected, but not to a degree that would make the area highly urbanized. Chamber of Commerce estimates place the 1953 population at about 50,000 persons. (See Appendix III).

The Cape has many characteristics common to current regional definitions. It might fail in some respects to meet the criteria developed for those regional definitions which would require a dominant trade center or metropolis; however, the fact of the relative isolation of much of the Cape from other centers would tend to discount such a requirement. Faught found Hyannis to fulfill some of these functions for Falmouth. Vidor found it to be the major transportation terminal for most of the Cape towns. The area has apparently thought of itself as a natural region by acting in concert on a number of activities. It is served by one hospital—the Cape Cod Hospital; it is served by a Cape Cod Chamber of Commerce, which is supported in part by county funds. It has one daily newspaper, the Cape Cod Standard Times, and one radio station, WOCB, both of which are located in Hyannis. A Cape Cod Mosquito Control Project, organized by Cape residents in 1920, is now a tax supported

2 op. cit., Faught, p.96,100,107.
county enterprise. More than a dozen county-wide interest groups carry on active programs. Several agencies of the State government have set the Cape apart from the rest of the State to form one or more separate administrative areas, and a few who have included the Islands, have still used the same mainland boundary. Political districts are commonly gerrymandered, but the fact remains that the same boundary has also been used to separate electoral districts and district court jurisdictions. In keeping with this regional consciousness of the Cape, is the observation related by a person familiar with the area that, whereas most Massachusetts residents think of themselves first as residents of their town, Cape Cod people think of themselves first as residents of their village, then of Cape Cod and then as residents of their town.

The property owning summer resident, aside from the summer tourist, presents a problem to the study in terms of whether he should be considered as a part of the population base of the community or merely in terms of his contribution to the economic base of the community—a source of income to the year-round resident. There are things to be said for either viewpoint.

Certain it is that he is a major taxpayer. He must also be supplied with many services—roads, police protection, fire

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1 Harvard University, Bureau for Research in Municipal Government, *Metropolis in Maps*, (Boston, 1946), pp. 48-57.
protection, and sanitary environment; in addition his wants must be satisfied while he is on the scene—he must be fed, he must have banking facilities, and postal service, as well as numerous other services, common to the needs of people, resident or non-resident. Other than for his short stay, and the facts that he has no vote, that he is generally not a part of the labor force, and that he does not use local school facilities, the summer resident is perhaps not too different from his resident neighbors. On the other hand he is not very different to the community in many ways than any business, corporation or industrial concern, for they too require similar services, make no more demands upon the school system, have no vote and pay taxes. The summer resident comes to the Cape only so long as it offers what he is seeking. Should the resident community either by design or as the result of natural forces lower the clientele standards, or shift entirely to a non-resident tourist industry, then certainly the property owning summer resident will cease to exist as a factor in Cape life.

The summer resident is not interested for the most part in Cape affairs other than as they concern his pocket-book and their contribution to his summer environment. His major interests, needs, and sources of livelihood are generally not on the Cape. There is probably little doubt, however, that those interests he does have on the Cape entitle him to some voice in local government, even though they do not make of him a Cape resident, entitled to the full privileges of local citizenship.
CHAPTER II

THE NEED FOR PLANNING AND FOR PROFESSIONAL PLANNING ADVICE

The need for planning and for planning as a function of government hardly need be shown, it has been proven so often. It is in keeping with the study, however, to at least indicate evidence of this need in Barnstable County and to substantiate as possible an assumed need for professional staff assistance. Beyond this it is helpful in keeping the study within the bounds of reality, oriented in the planning problems of the area, and familiar with the problems about which any planning program in the area would be concerned.

Recognition of the Need

The recognition of the need for comprehensive local planning has been growing in the Cape Cod area as evidenced to a degree by the number of town meetings that have gone on record in recent years to establish planning boards, and by the controls that have been authorized to effectuate such planning.

Table 1 shows, in addition to other information, the official planning boards that have been established in the towns of Cape Cod, the General Laws under which they operate, the year they were established, and the police power controls over which they have custody. It will be noted that the
TABLE I: STATISTICS RELATING TO PLANNING AGENCIES IN CAPE COD

<table>
<thead>
<tr>
<th>Town</th>
<th>Planning board</th>
<th>Year adopted</th>
<th>Year reorganized</th>
<th>Enabling act applicable</th>
<th>Number of members</th>
<th>Zoning Comprehensive</th>
<th>Zoning map</th>
<th>Year adopted</th>
<th>Subdivision regs.</th>
<th>Building code</th>
<th>Town meeting</th>
<th>Master Plan</th>
<th>Full-time staff</th>
<th>Shared staff</th>
<th>Consultant</th>
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1 By sec 73-21 authorizing board of survey.
2 By planning board subdivision regulations since 1950.
3 Limited town meeting.
4 A proposed master plan prepared by a consultant in 1951.
5 Not applicable.

August 1953
towns of Barnstable, Falmouth, Bourne, and Yarmouth have had the longest experience with official planning boards.

Previous Planning Experience

None of these towns have had the advantage of professional planning advice from a staff of their own. Town records indicate that occasional consulting services have been used. Yarmouth secured the services of Arthur Comey of Boston in 1936 and 1939 as did Barnstable in 1947, principally for advice on the preparation of zoning ordinances. Falmouth for several years in the late 1920's and early 1930's retained Arthur Shurcliff of Boston for advice on such matters as the development of a new civic center, the location of a post-office and the location of certain streets. During the years 1946 and 1947 Falmouth sought advice from M.O. Saunders, city planning engineer of Springfield, Massachusetts, relative to the preparation of a zoning ordinance and in 1951 again retained Mr. Shurcliff whose firm collaborated with Mr. John T. Blackwell in the preparation of a proposed master plan for the town.

Various unofficial agencies have attempted from time to time to encourage and to accomplish planning. The Cape Cod Chamber of Commerce, with offices in Hyannis, is active in promoting Cape Cod as a unit and is, in addition, a symbol and an example of the regional unity of the Cape.
have been various attempts by a number of organizations at inter-community cooperation to foster or accomplish planning, usually for some particular purpose or function.

Faught, in his study of Falmouth, reviewed the activities of a so-called "Cape Cod Advancement Plan"--CCAP-- which was organized as an adjunct to the Cape Cod Chamber of Commerce, and was active from 1934 through 1937. It was organized after the manner of an unofficial regional planning agency, although its principle purpose was the selling of the Cape as a quality resort area. It spent $75,000. for this purpose during the years of its existence.1

Faught proposed a Resort Council which would be a sort of combination planning body and development council (applicable to Falmouth only) and would have more dignity, as he conceived of it, than a Chamber of Commerce.

The unofficial and unstaffed region seven section of the Massachusetts Federation of Planning Boards has been the nucleus of a comprehensive type of Cape regional planning agency. Town records indicate that it possibly has been a worthwhile influence as a means of getting various towns and town planning boards to consider jointly certain planning problems. That local planning boards conceive of this organization in terms of being an active regional planning body

1 op. cit., Faught, p. 160
would seem to be indicated by the report of the Falmouth planning board in 1946. "This Board," they wrote, "has been represented at various meetings of the Regional Planning Board which has gone a long way toward uniting the planning boards on the Cape into a cooperative body."

The Evolution of Local Thinking Relative to Planning, And Additional Evidence of the Need

The sketchy mixture of fact and subjective opinion offered by town records and reports does not of itself constitute a valid argument of the need for planning or for staff assistance. But it can give an indication of such and indicate the trend of local thinking about planning. It can also offer testimonial to the increasing burden of work involved, and evoke a measure of sympathy for those perplexed planning boards, which, recognizing a problem when they see it, frankly admit to having no idea of what should be done about it.

One does not have to be a member of a local planning board or be versed in economic theory to realize that the economy of the Cape, as already pointed out, is based to a considerable extent on the summer tourist industry, and that aside from the problems it presents for the individual Cape resident numerous community problems are also presented. There are some who recognize the fact that there are good reasons for solving such problems. "To permit the Cape to lose its individuality," suggested a sage of Yarmouth back
in 1935, "would be disastrous from a business standpoint."
"By and large, we live by the recreation business," agreed
the Barnstable planning board in 1943. "The soundest planning
would discover those principles on which we should direct
the growth of the town, to insure the maximum of summer
business." "We... (should)... see that the old traditions of
our town are maintained," wrote another official of Yarmouth
in 1944, "and that the beauty and characteristic Cape Cod
atmosphere of our villages are preserved." Recognition of
the economic significance to the town of attractive public
beaches and parks, good roads and other transportation facil-
ities, and of the need for achieving them and for maintaining
the Cape's natural charm is by now a commonplace among many
of the town leaders.

That a few Cape people have ideas as to what practical
steps should be taken, is indicated by the observations of
the Selectmen of Wellfleet in 1949, a year in which Wellfleet
did not yet have a planning board. "A period has been
reached," they said, "partly because of the reconstruction of
the State highway, and partly because the beauty and natural
resources of the town can no longer remain hidden from the
ever-moving American public, when we must concern ourselves
and try to protect the community against a mushroom growth
of small or unsightly structures, attracting a class which
will milk the life of our community in the summer and allow
it to wither in squalor in the winter. It would seem an opportune time to protect this town against such a situation. We need and want a healthy steady growth of those who hope some day to make their stay with us longer, but we must definitely safeguard the quiet charm and attractiveness which make this town the real Cape Cod."

That there are other problems to be solved, whether the summer visitor comes or not is noted by the comment of a Yarmouth resident in 1943. "The shellfish industry and the cranberry industry are employment opportunities and should be encouraged," he cautioned. Back in 1938 another citizen of Yarmouth had noted that "Many structures are being put up of no permanent benefit to the community... Yarmouth is receiving the backwash of Hyannis." And a school consultant advised them in 1948, "Without the high school pupils from Dennis, Yarmouth would hardly be justified in maintaining a high school by itself. Steps should be taken...to investigate the possibilities of forming a regional high school district..." "There isn't one place along the scenic waterway through the town," lamented a Bourne resident in 1951, "where one may sit down to watch passing shipping." Certainly one need only drive through any village on the Cape during the summer, even on a weekday, to be overwhelmed by the magnitude of the traffic problem which cries out for a solution, and in many instances not a difficult one.
For years the town of Barnstable has methodically listed a host of planning problems. The need of a coordinated and efficient transportation system has been a favorite. The town has been troubled with tax delinquent lands (an estimated 20% of the town's area in 1944), eyesores, insufficient public beaches and parks, scattered parcels of town woodlands requiring inefficient fire prevention and control, narrow streets, insufficient parking area, and too many town boards and committees.

Land use controls and other police power regulations relating to buildings and sanitary conditions, as means of planning effectuation, have probably been given more attention than planning, in spite of an initial reluctance. Falmouth officials were "pleased to note the greatly increased interest in zoning throughout Cape Cod (1946) and believed it had proven its value to Falmouth." One reason for acceptance in some of the towns that has not been thus far noted, may be, as one Barnstable official put it, that "Most visitors are from city or suburban areas and are conversant with the value of zoning, building lines, and other municipal services."

That "Planning calls for a study of all aspects of municipal needs—not merely zoning," as observed by the Dennis planning board in 1947, indicates perhaps a certain maturity in the trend of thinking by town leaders. Chatham's Board, when formed in 1949, showed an awareness of this too
by adopting the advice, "It is failure to plan that is costly," as their official slogan. In Provincetown it was explained (1947) that the "finance committee acts to restrain spending of money, while the planning board works over the method in which money can be expended wisely."

Only logical steps, then, were the practical proposals of these years for more extensive planning. In Provincetown (1949) it was proposed that a master plan be prepared to guide future development, plan access roads to the proposed new highway, assist in solution of problems caused by the influx of summer visitors, and (find ways) to extend the (summer) season. A similar 1951 suggestion in Bourne is also in keeping. "The time has now arrived, for such a (master plan) to be made, particularly of the Buzzard's Bay area. Considerable portions are still undeveloped," they pointed out, and reminded townspeople that "we are all aware of the unfortunate existing conditions resulting from the absence of plan or control a generation ago." The 1951 proposed master plan for Falmouth, prepared with the assistance of consultants as noted earlier, is in the same trend.

Thus the towns have slowly but steadily begun to identify the need for solving some of their many problems by planning and the use of certain controls and procedures to effectuate it. This recognition has resulted in the adoption of the first essentials in the machinery necessary to meet the need.
That the complexities of the task in terms of time, technical capabilities, record keeping, fact gathering and professional technique are only beginning to be understood is evident by the admission and admonition of some of the more conscientious and thoughtful officials whom the townspeople have made responsible. "How much longer may we safely rely on memory," wailed an exasperated official of the town of Barnstable a few years ago in reference to the lack of any zoning map or descriptive text to accompany the zoning ordinance then in effect. The perplexed admission of a former Bourne planning board that although their "chief concern was the cultivation of the natural advantages of the town as a gateway to the Cape...a program of projects involving larger expenditure of money would result in a tax rate burdensome to the citizens and very unpopular to our summer residents." If they thought that professional planning advice might have helped they did not yet admit it. The 1951 planning board was ready to admit officially, however, that "The time is coming when this Board, like many others, must have paid assistance." This announcement fairly well hit the nail on the head for all Cape towns for the time is at hand when they must consider it.

No discussion of the need for planning in the Cape should overlook the comprehensive study of Falmouth's problems undertaken by Faught in 1945. A portion of his conclusion
following an extensive exploration of economic, sociological,
and governmental problems facing Falmouth follows: 1 "It is
almost pure accidental good fortune that... (the resort industry)... has grown so well with so little cultivation. Now, however,
it bids fair either to grow rankly or to go to seed unless
some pattern and some close direction of the cultivation are
introduced. From here on, planning which embraces the entire
resort and obtains much closer cooperation by the whole of
the interested parties—and that includes all of the local
people and the stable portion of the summer owners—must be
the keynote of community policy. Further, there is every
reason to believe that the postwar era with its expected
changes in standards of living, transportation, and recreative-
mental patterns, will confront Falmouth with a strong acceleration
of those forces causing its present resort problems. In the
vanguard of those forces will be heightened commercial com-
petition and a tendency to cheapen the clientele standards."

1 op. cit., Faught, p. 170.
CHAPTER III

LOCAL CONTROL OF LOCAL GOVERNMENT FUNCTIONS

Brief Resume of The Nature and Historical Development Of Local Control In Massachusetts

The principle and the exercise of local administrative control, associated with political decentralization, have been dominant features of government in this country from its earliest beginnings, stemming from the early developments in the settlements along the Atlantic coast. The legislative prerogatives assumed by the early General Courts in Massachusetts made possible the extension of authority to the towns, and other units of local government and particularly the delegation of administrative authority. This delegation was a delegation back to the people, and to their locally elected representatives and no mere delegation of discretion to an official of the State. So complete was it that Alexis de Tocqueville, the French historian, could say in 1835, "In the State of Massachusetts the administrative authority is almost entirely restricted to the township...The State has no administrative functionaries of its own." 1

1 William Seal Carpenter, Problems in Service Levels, (Princeton, 1940), Chapter I.
Advantages Of Local Control

The advantages of local administrative control stemming from political decentralization have been stated by a number of writers. Benson has enumerated them as follows:

1. A bulwark against usurpation — the "latent capacity for resisting...regimentation."

2. Insulation — "the capacity for localizing some of the more undesirable manifestations of public intolerance or wrongheadedness."

3. Separation of issues — "the separation of State and local from national issues."

4. Administrative efficiency — (Centralized control is not necessarily more efficient for every function.)

5. Political laboratories — "Federalism enables a people to try experiments in legislation and administration which could not be safely tried in...centralized systems."

6. Education of the citizenry — "Realization of the problems, responsibilities, and privileges of popular government can be widely diffused"; a "training ground" is also provided in the workings of a democratic government for elective officials to State and Federal governments.

7. Adaptation to local needs — "The impossibility of adjusting blanket policies and techniques to all the diversified local problems and conditions...has been the cause for the conspicuous failure of some centralized programs."

Significance Of Local Control In Terms Of The Study

That local democratic control of local government is a desirable objective, has been assumed in this study. One of

1 Ibid., p. 9-21.
the requirements, therefore, for the solution being sought relative to the planning function in the Cape Cod area, is that it must, if possible, maintain or strengthen local democratic control. This objective may preclude better solutions, depending upon the validity of the assumption. Certainly there are advantages to centralized control as well as disadvantages, and recent years have seen a growth of centralized control at the State level. It is true, also, that what may appear to be local control may actually be an empty shell, so far as its procurement of the supposed benefits of local control is concerned. In other words, if a local unit of government is not an effective unit so far as its utility to the people of the area is concerned, this fact may nullify any of the advantages of local control otherwise expected to accrue. Such a situation may result in the centralization of control at the State level when it perhaps is not warranted.

It has been pointed out by many students of government, of course, that it is possible to attain many of the advantages of centralized control, while still maintaining the advantages of local control, merely by reassigning certain functions to larger units of local government. The validity of this action as a means of maintaining or strengthening local control is also assumed, if the particular function to be reassigned can actually be more effectively performed at the local level to which assigned. One of the purposes of this study is to make a
determination as to which local level the planning function in the Cape Cod area should be assigned to be most effective and most efficient.

It is politically realistic that a study of the planning function in Cape Cod be based upon an assumption that local democratic control is desirable, since this principal is probably accepted as completely and sincerely on the Cape as it is any place in the Country; but it is a valid step, nevertheless, for finding a way to secure the benefits of those advantages local control is said to offer.
CHAPTER IV

AREAL RELATIONSHIPS BETWEEN PLANNING AND THE PROBLEMS WITH WHICH PLANNING IS CONCERNED

The Planning Program

A comprehensive planning program, regardless of the level of government at which it were carried out, would be concerned with several functions. It would be concerned with the collection of pertinent facts and the making of studies of such things as population trends, existing land uses, and the local economy, each study based upon the facts and each intended as a basis for planning. The planning program would be concerned particularly with the preparation of comprehensive, integrated plans—plans that would be primarily a pattern for land use development for the distant but foreseeable future. There would be concern also, however, with the practical problem of translating these goals into more specific plans for immediate or short-range development, as well as concern with the effectuation of all of these plans and the encouragement of support for them.

It would be the purpose of the planning agency that a desirable goal of future land use patterns and interrelationships be established that would best promote the health, safety, and welfare of the people of the community. The agency's recommendations would be only in the nature of advice, of
course, and not only would their recommendations be subject to review, but the final decision and the foundation of the recommendations would reflect public sentiment as expressed through public hearings. Moreover, the goal would be subject to amendment and revision at any time that new conditions arose to justify such revision.

A comprehensive planning agency is concerned with both private and public development. The pattern of private development is exceedingly important in any plan, and if the plan is to be effectuated such uses must be regulated in some manner. Zoning and subdivision controls are the police powers best adapted to achieving the greater share of such effectuation under our system of democratic government, and traditionally the task of adjusting these controls to the plan, or of administering them, has been delegated to the planning agency.

The agency's concern with public land uses is particularly with the interrelationship of these uses with others in such a way as to contribute a maximum of service to the community with the minimum of ill effect, if any, upon the community.

The effectuation of a desirable pattern of public uses must be accomplished to a considerable extent through means other than those by which a pattern of private land uses is effectuated. One of the principle means is through coordination within and between government units since the management of public uses is accomplished by various
departments and units, each of which is properly concerned to a considerable degree with the location and other similar characteristics of those uses.

The comprehensive programming of capital expenditures can be the focus of much of this coordination. Use of the capital budgeting device will not only tend to make the plan easier, and more possible, of accomplishment, but it can have a beneficial effect on over-all government efficiency as well. Through this and other means of coordination the comprehensive planning agency can effectively assist in achieving a more rational system of recreational facilities, of schools, of highways, and of other systems of public facilities as developed in the master plan.

An example of the planning agency's contributions in terms of effective planning for public uses can be pointed out by using the example of schools. School administrators have the responsibility for developing certain criteria relative to the number of pupils desirable per classroom for effective instruction; they also have certain responsibilities for determining standards of instruction for effective education and therefore for determining the size of school unit which will result in the most effective adaptations to new conditions through ability to experiment with new educational procedures. The comprehensive planning agency can be effective in translating these criteria and others into such things as service areas, space standards, and the location of schools relative to other land uses, and can incorporate these in the plan; they can then assist in the
effectuation of this element of the plan and the making available of the facilities at the proper time through the proper budgeting of capital facilities.

In the Cape Cod area a comprehensive planning agency can perform another useful function. Because of its concern with the future development of the area and because of its comprehensive nature—its concern with all aspects of that development, it is concerned with the importance to the area of the summer resident. This concern gives it an understanding not only of this importance but also, as it inquires into the matter, of the way in which the summer resident views his summer environment, the attitudes he has, the things he wants, the reasons he has for being on the Cape, or for returning or for not returning.

As Faught pointed out at some length in his study of Falmouth,1 many frictions develop between the permanent resident and the summer resident. It is only natural that they develop, but it is largely due to a lack of understanding that they do develop. Without that understanding these frictions can become serious and they can easily be reflected in the actions and the attitudes of the local government. Faught discovered any number of examples through his interviews, for example, the raising of an assessment out of all proportion to the actual cost of a new improvement such as a new furnace. The subsequent reaction of the summer resident by putting the property up for sale only carries the example further, for it shows the result of

1 op. cit., Faught.
an attitude reflected in an action of the local government that benefits neither the local government nor the summer resident. Cooperation, mutual understanding, and mutual benefits can be achieved only through effort in that direction. The fostering of an attitude on the part of the local government that can make this possible becomes a logical responsibility of the comprehensive planning agency. The possible representation of summer residents on the planning board should only assist in keeping it mindful of its potential usefulness in this role.

Areal Characteristics of Planning Problems

As has been suggested previously, the land use planning being accomplished on the Cape at the present time is for the most part a hit and miss affair and as accomplished by the towns is sometimes done on the basis of maintaining the status quo. The one or two instances of the adoption of zoning maps as a result of professional assistance are the exception and regardless of these there is hardly anything that might be referred to as a plan of future land uses related in some way to a comprehensive or general plan. There is probably no question but what the local towns could avail themselves of such plans if the procedures were well enough understood and they could afford professional assistance. But even though they did there is a doubt that there could be sufficient cognizance in any plan adopted of the natural communities or the larger regional area.

Even were town boundaries coterminus with common interest areas of roughly the same size, the interrelationships of land
uses within such an area would be an interest of concern to more than the residents of that area. The strong relationships between land uses and the basic economy and in turn the health, safety and welfare of the people of the entire Cape Cod area makes it essential that, as a very minimum, there be the closest of coordination throughout the area, if not one single plan. The people living in one community are very definitely concerned with the land uses in other communities within a regional area of this type; their concern may be the effect of those uses upon the general environment, the contribution made to the employment potentiality of the area, the ease with which communication throughout the area is facilitated, and any number of similar factors of sufficient importance to vitally affect the health, welfare and safety of people throughout the Cape.

The increasing number of summer visitors are becoming a problem in terms of water supply. Fresh water supplies appear to be limited on the Cape and excessive use and improper tapping of the supply stands to threaten the existing supply through salt water contamination which occurs in certain strata of the underlying structure. Further population growth may thus present serious problems in terms of future private development—problems that will have no respect for town boundaries.

The tremendous importance of the recreation industry to the economic well-being of the Cape, the closely inter-
woven interdependence of the individual towns upon each other to provide the variety of natural and cultural opportunities for a complete and more interesting vacation, and a variety of opportunities appealing to greater numbers of people, as well as the single trade mark—Cape Cod—by which these towns are known, make it a matter of considerable importance that the towns of the Cape coordinate their planning efforts.

The resort owners have long recognized this and the fact that they are not alone in recognizing it is attested to by the fact that the local towns are taxed to support a coordinated promotional program. Certainly the planning of an adequate transportation system, of adequate lodging, and of the location of development in relation to adequate water supply and sanitary facilities, to recreation facilities, and to such hazards as traffic and pollution, is just as important in terms of protecting and encouraging the recreation industry and in advertising its quality.

The planning problems mentioned do not respect town lines in the Cape area and they cannot be dealt with as effectively by individual towns as they can on a coordinated basis.

The areal characteristics of planning problems arising from both the effective and ineffective operation of certain public services can be pointed out by investigating the nature of effective service areas in terms of current standards.
applicable to them. Several of the major services will be discussed.

Schools

One of the more important government services is that of education as provided through the schools. School systems in New England are traditionally a part of the town governments and rely primarily on them for financial support. Cape Cod supports 36 schools in this manner. Eleven of these schools have only three rooms each and another is a one-room school. Eleven of the Cape's 36 schools offer a high school curriculum. Five of these offer both elementary and high school curricula. Five towns—Truro, Eastham, Brewster, Dennis, and Mashpee—do not support a high school.

During 1952 there were four towns—Truro, Eastham, Mashpee, and Brewster—which had an average daily membership of pupils, grades (1-6), of less than 100 pupils. Three additional towns, which have high schools—Wellfleet, Orleans, and Sandwich—had an average daily membership of less than 200 pupils, grades (1-6), and the same for grades (7-12). 1

Many of the schools have been seriously troubled with overcrowding in recent years. Some of the towns have built new schools with no firm commitments or knowledge of the number of pupils that may attend from adjoining towns. The enrollment figures quoted give striking evidence in terms of widely recognized criteria concerning size of efficient and effective enrollment per school building that at least

a third of the school service areas on the Cape are inadequate.

There are two service areas to be remembered when considering schools, one the administrative area and the other the attendance area. Each has its own criteria as to size and they vary considerably. The criteria for attendance areas are based primarily upon the number of pupils, from the standpoint of efficiency and effective education, that can be accommodated per school, the distance pupils travel to and from school, the ease and safety with which pupils can get to and from school, and the relationship of the school to natural community groupings consistent with the age level. The criteria for administrative areas are based primarily on the size of system that is necessary, either in pupils or population base, to permit efficiency in administrative overhead, and to provide "adaptability" in the system. "Adaptability", as the term is used, refers to the ability of a system to be flexible in adopting new methods and new procedures through experiment and initiative. It has been found that school systems have more "adaptability" within certain ranges of size. Systems that are too small cannot afford to hire sufficient personnel with the type of professional training and background that would enable them to contribute the most to the adaptability of a system,
and systems too large become unwieldy—their span of control becomes such that the system tends to become overly centralized, top-heavy and sterile of initiative on the part of component units. 1

As in most rural areas those criteria for attendance districts which are concerned with distance from home to school are determined not in terms of walking distance but in terms of riding time by school bus. The National Commission on School District Reorganization concluded in a 1948 report in which current standards were reviewed that the time spent by elementary school pupils should not exceed 45 minutes each way and by high school pupils one hour each way. 2

Various enrollment figures are used by different authorities to express a desirable range of enrollment, though the difference is usually not great in terms of desirable minimums. For the elementary grades (1-6), a desirable minimum of 300 pupils per attendance area has been recommended by the National Commission on School District Reorganization, and similarly 300 for junior and/or senior

high school grades. They also establish a minimum enrollment of from 10,000 to 12,000 pupils as desirable for an administrative district. In areas where this is impracticable a modification of this to from 5,000 to 6,000 pupils is considered satisfactory, even though not adequate. The 1952 average daily membership of Barnstable County was 8,275.

The New York State Board in an exhaustive study concluded that high school attendance areas should include from 300 to 2,500 pupils and elementary schools from 180 to 600 pupils. They concluded, also, that no amount of money will make it possible for districts which are too small to give a thoroughly satisfactory education.

Application of these criteria to the Cape Cod area, without attempting to delineate specific attendance districts, since no attempt has been made to determine natural community boundaries, would result in the following: One over-all administrative district for the Cape; an elementary system (1-6) of as few as 9 schools; a junior-senior high system (7-12) of as few as 3 junior-senior high schools. A plan if actually worked out would take into consideration in a much more precise manner the school age population and the

1 Ibid., p. 81.
POSSIBLE CAPE COD SCHOOL SYSTEM
PLATE TWO
percentage of pupils completing high school, factors that have not been taken into account here. 1952 average daily membership is used as a base.

The system here indicated as possible would be a total of as few as 13 or 14 schools, assuming the possibility of one or two special schools, as compared with the existing system of 36. On the basis of 1952 enrollment and number of teachers a reduction in the teaching staff could be effected at the same time that the educational standards were being raised. The various schools employed 375 teachers in 1952. An adequate standard of education can normally be maintained in public school systems with a ratio of 25 pupils per teacher. The system indicated as a possibility here probably would have required 331 teachers in 1952 rather than 375, or 44 fewer teachers. At a salary of $2,500 per year, the legal minimum in Massachusetts for towns having over $2.5 million of assessed valuation, (applicable to all towns except Mashpee) this would mean that for 1952 about $100,000 in savings on salaries could have been achieved and applied elsewhere in the educational program, or possibly to a reduction in the tax rate.

The additional cost of transportation would be offset to some extent by the savings in reduced maintenance charges and capital charges resulting from a more efficient operation using fewer units. A 1951 study by the Pennsylvania Department of Education has demonstrated, also, that transportation costs of school children are not excessive and that such costs
are materially reduced as distance and number of pupils transported increase. The per pupil costs per mile are about one-half as much for fifteen miles as for five miles. The cost per mile per pupil for one hundred and twenty pupils is also about one-half that of transporting twenty pupils.  

The significant aspect of the readjustment of educational service areas in terms of the comprehensive planning function is that if a comprehensive planning agency is to be in a position to plan similar or more desirable goals and to assist in their effectuation it is almost mandatory that the agency be located at a local level coterminus with the entire Cape.

**Libraries**

Another service well worth investigating is libraries. The Cape has a total of thirty-two libraries, with each town having its own public library system. Statistics indicate that these libraries circulate some 240,000 books a year and receive an annual appropriation of about $52,000, which, added to other income, provides a total income of some $75,000 a year. This amounts to an approximate per capita income of $1.60. (See appendix I).

As will be shown presently, not one of these libraries or town library systems meets currently acceptable standards of minimum library service, except that the per capita income

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is slightly above that accepted as being necessary for "reasonably good" library service by library specialists. Appendix I presents a vivid picture of the low standard of service, particularly in terms of income, salaries, and hours open. Only two of the Cape's libraries are open over fifteen hours a week, six hours a week being the median.

The State Division of Public Libraries is aware of this situation and made an attempt in 1952 to do what they could to help remedy the situation by offering at a meeting of the Cape's library trustees in Hyannis to assist in setting up a Regional Library Center for Cape Cod and the Islands. This would have been a decentralized State operation of a supplementary nature similar to three other existing regional libraries in Massachusetts which have been in operation since 1940. The offer was rejected, presumably because it involved State "interference".

State legislation now makes it permissive for towns to participate on their own in any type of cooperative activity they desire relative to libraries. (General Laws, 1952, Chapter 585, Section 16-18).

The best practice as generally agreed upon by public

1 H. Marjorie Beal, Ethel M. Fair, and Julia W. Merrill, The Regional Library Experiment in Massachusetts, (Boston, 1944). Also see Alice M. Cahill, Widen the Sphere of Library Influence On Cape Cod and The Islands, (Boston, Office of the Supervisor of Field Services, Massachusetts Division of Public Libraries).
library specialists and translated into terms of standards, would fix the minimum annual income for an efficient library unit at $25,000 a year. This would normally provide service for a population of about 25,000; however, the most effective units would be considerably larger. "General agreement has been reached among American, Canadian, and English librarians, " says the American Library Association, "that this estimate..($25,000 minimum)..is the lowest figure which will provide the quality of service...(considered essential)".

It is the view of the Association that separate public libraries should not be operated by a government unit unless that unit is reasonably assured of an annual income sufficient to maintain the above minimum annual expenditure. The alternatives, as they see it, are a substandard program, an enlargement or reorganization of the area of service, or subsidization from other sources.

In terms of the Cape Cod area their standards would amount to a recommendation for one library system, which would offer a wide range in size and types of strategically located distributing stations and branches. A comprehensive planning agency would be concerned with the service areas of such a system and would consider them in relation to all

2 Ibid., p. 47.
3 Ibid., p. 55.
other aspects of the general plan.

The above standards were predicated on minimum annual expenditures considered necessary and a minimum supporting population of 25,000. Above these it is the Association's belief that $1.00 is the minimum reasonable per capita expenditure. In light of present library budgets they find that this provides "only fairly satisfactory service". Therefore it is to them only a minimum. Higher standards of service would require "materially larger per capita expenditures". They find $1.50 per capita to supply "reasonably good" service and $2.00 per capita to supply "superior" service (above 25,000 population).1

A 1949 doctoral thesis at the University of Chicago found that existing city library systems seemed to require a population base of 35,000 for adequate material resources, 50,000 for adequate staff and 75,000 for "satisfactory service performance criteria".2 It can probably be assumed that adequate resources and staff would be required in a rural as well as a city system; service performance criteria, depending upon what is meant by the term, would probably have to be different because of population density and other

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1 Ibid., pp 56-7.
factors. The study was an attempt to determine an optimum population size for a city based upon functional requirements; the ALA standards are a codification of the best existing practice as agreed upon by public library specialists. Both, regardless of the fact that they may not be completely valid, indicate, that in terms of this study, there should be no more than one publicly supported library system for the Cape Cod area. Beyond this they would seem to indicate that a larger population base would not necessarily be required.

In terms of assisting in the planning or effectuation of such a library system a comprehensive planning agency could be most effective if located at the regional level.

Public Health

An examination of public health services reveals a similar story in terms of the Cape-wide significance of planning problems. The Public Health aspects of elaborate drainage programs for the eradication of the mosquito, pollution control, the establishment of control points for inspecting cattle and milk shipments into the Cape, the location of clinics, and hospitals for the treatment of the chronic diseases, and the maintenance of a sanitary environment—things like these require effective planning by more than one town if they are to be effective.

In Massachusetts responsibility for local public health
service rests upon the individual towns. A 1927 law made it permissible for towns to form voluntary health unions; however, only one such union had resulted by 1942.¹

The towns of Cape Cod have been formed into a similar health unit, except that it is not a union as such, and was created by specific legislation; the towns have not been required to surrender their own responsibilities in this field. The service is performed as a function of the Barnstable County government.² The U.S. Public Health Service was instrumental in the original formation of this unit as an experiment. It was an attempt on their part to establish a cooperative county health project somewhere in Massachusetts. The Barnstable County area was selected apparently about 1921. An association of towns was formed and called the Cape Cod Health Bureau Association; however, not all towns joined. Otherwise it operated effectively for five years. Then in 1926 an act was passed empowering the County to establish a health department and this was done on January 1, 1927. The County Health Officer was a resident agent of the U.S. Public Health Service and a portion of the funds were provided by that agency.³ He is appointed by the County Commissioners and serves as agent of the town Boards of Health as well as the

¹ Haven Emerson, APHA, Local Health Units For The Nation, (New York, 1945), p. 137.
² Ibid., p. 137.
School Committees of the various towns on appointment
by them.

The U.S. Public Health Association considers that a
local public health unit should have a population base of
50,000 persons or more and that a cost of $1.00 per capita
is necessary "to employ the number and quality of persons
necessary to assure basic and reasonably adequate local
health services." The annual per capita public health
costs and the population base of the Cape are both close
to those established as a standard for an effective unit
by the APHA. Distance is not so important in establishing
criteria for public health services; however, the matter
of boundaries is important.

A 1949 act (Chapter 662) of the Massachusetts General
Assembly has revised the previous legislation relative to
health unions and provides that after a ten year period
those towns of less than 35,000 population who have not
voluntarily joined health unions shall be assigned to one
unless they can show that they are maintaining adequate
full-time public health services.

As we have seen, the local public health function is
fairly well centralized at the county level in Cape Cod at
the present time. There is, however, no effective means of

1 op. cit., Emerson, p.2.
2 Bureau of Public Administration, University of Massachusetts,
coordinating their plans for public health facilities, or their standards and control measures, with other aspects of the plan.

At least one other local service comments itself for investigation. Reference is made to recreation facilities.

**Recreation Facilities**

Major recreation facilities, such as beaches, in view of their close association with the economic base of the Cape as a whole would seem a natural for Cape-wide planning, if not operation. The Selectmen of Barnstable are worth quoting on the subject of recreational areas of this type (1952), though not to imply that their's is a majority opinion. "During the past few years there has been an increasing amount of State-wide agitation for State owned beaches on Cape Cod.. Naturally Cape Codders are opposed to such absentee control for reasons too many and obvious to outline..A County Beach Authority has been suggested by some who seek to circumvent the State beach movement.. This (is not recommended)."

These comments are interesting as background on a recent bill signed by Governor Herter, which authorized a three-member Barnstable County Beach Commission to be appointed by the County Commissioners. The Commission is to be an unpaid, advisory body, which will cooperate with local, State or Federal governments in developing any beach property and
which will make studies and recommendations.\footnote{"Cape Beaches Get Study", \textit{Cape Cod Standard Times}, (Hyannis, May 13, 1953), p. 10.} Comprehensive planning at the county level could much more easily assist in guiding such a program to better fruition than planning at the level of the individual towns.

It is apparent, then, that the areal characteristics of at least the local government services of schools, public libraries, public health and recreation are such that they have a significance in terms of comprehensive planning. The significance is that comprehensive planning could be more effectively performed for the Cape Cod area if performed for all Cape Cod towns as a single unit.

Such planning would recognize the economic solidity of the Cape, the geographic, physiographic, and cultural separateness and unity of the Cape, and the artificial nature of town boundaries. It would foster efficiency and secure increased benefits in terms of health, safety, and welfare. It would recognize the summer resident for what he means to the economic base of the Cape and would promote an attitude towards him on the part of local people and local government that would result in mutual benefits to both local residents and summer residents.
CHAPTER V

ASPECTS OF FINANCING PROFESSIONAL STAFF

It has been the contention in this study that there is a need for an application of comprehensive planning in all parts of the Cape Cod area, and that this need involves a requirement for professional advice from a qualified full-time planning staff. It has also been suggested that from the standpoint of effective planning the entire area could best be served by one staff inasmuch as it is a logical planning unit.

The question of financing a planning staff is also a key consideration in rural areas, much more important than it is in metropolitan areas, and it is a consideration that has thus far been overlooked in the present study. It is of importance not only in a consideration of possible savings in joint use of a professional planning staff, should that be desirable in one form or another, but also because rural towns or groups of towns with an inadequate tax base may find it an impossible burden to support the professional planning staff. The cost per capita, cost in terms of assessed valuation, and standards of planning service desired become considerations in the study.
Population And Per Capita Cost Criteria Relative To Staff Financing

The American Institute of Planners has suggested that the minimum budget for a small area employing a full-time professional should be $7,500. Using a figure such as this and applying to it the per capita cost likely to be budgeted for planning, or reasonably possible of being budgeted, one arrives at a minimum population grouping necessary to support such a standard of planning service. Or, given a population grouping and a minimum standard of service, one can also determine the per capita cost to check its reasonableness.

The per capita cost to the residents of the county of the minimum budget quoted would be about 16¢. In comparison a total of $3970 was appropriated for planning and zoning purposes, (See table 1) or a per capita cost of about 8.4¢ in all of these towns during 1952. A sum considerably less than this was actually expended. It is evident, then, that even if the towns were to combine their existing appropriations there still would not be a sufficient amount to provide the budget necessary for securing the services of even one professional. This, however, is neither the limit of ability to pay on a county basis nor a reasonable expenditure for planning, aside from the fact that it does not provide an adequate staff.

Before establishing an appropriate per capita expenditure in relation to an appropriate staff at a county level, however, it would be worthwhile to take a look at the ability of the individual towns to finance a staff.

The American Institute of Planners has also noted that a likely maximum budget applicable to very small areas may be as high as $1.00 per capita for a "normal operating planning budget." This they qualified as being "a very general standard." It seems a reasonable figure for use in this instance, however, as would seem to be expressed by the following indications. Such a figure, is well over the existing per capita planning appropriations, and considerably over per capita actual expense for planning. Such a figure would enable the two towns in the area most likely to support one full-time professional each, Barnstable and Falmouth, to do so. One would seem justified in expressing doubt that the other towns would go over this amount. All other towns, except Bourne, would have to expend in excess of about $2.00 per capita, and Bourne's expenditure would be $1.59, more than twice that necessary in the town of Barnstable. Note that the actual cost per capita to provide the minimum standard in the town of Mashpee would be in excess of $17. per capita. (Appendix II) In view of these indications it would seem reasonable to assume that $1.00 would be a reasonable

1 op. cit., American Institute of Planners, p. 16.
breaking point as a maximum budget for individual towns—that a per capita cost greater than $1.00 would not materialize. This would mean the sharing of the services of a planning staff in some way among groups of towns, since the application of this per capita cost to the population of each town would indicate that most of them could not support even one planner.

A budget that made provision for only a full-time planner would not be an adequate staff in terms of a group of towns; a per capita expenditure of $1.00 would be considerably higher than the usual planning budgets as indicated by a 1952 report released by the American Society of Planning Officials. It would seem more realistic, then, to achieve a grouping of towns from the standpoint of financing, that is based upon adequate staff and a reasonable per capita expenditure for planning.

Application of the Criteria

An adequate regional staff for this area would consist of at least the following personnel: A planning director and two assistants (senior level). The general qualifications for these positions should conform to those recommended by the American Institute of Planners. At least one of the assistant planners could well have a background that would provide him with the particular qualifications for handling the problems peculiar

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to a resort community. The suggested salary levels are in accordance with those recommended by the American Institute of Planners. In order to get professional personnel of this type residence requirements would undoubtedly have to be waived. The agency could probably get by with one good draftsman and one full-time secretary both of whom could be secured locally. Salaries would require a budget item of about $22,500. Assuming this to be about 90% of a planning budget in an area of this type, which is within the range of existing practice as found by a recent survey of 85 cities and 17 counties, an additional 10% or $2,500. would be necessary for the expenses of operation, making a total recommended budget of approximately $25,000. The $2,500. of expenses for operation assumes rent free quarters which probably could be provided at the County courthouse; it should also be considered a minimum figure.

On the basis of 1940 population a budget of this amount would call for a per capita expenditure of slightly over 53¢. The number of communities included in this population category in the 1952 ASPO report was extremely small to be able to use them as a standard; however, of the communities surveyed, three had existing per capita expenditures for planning larger than this amount, and of the four having a lower amount, only one had less than 20¢.

1 op. cit., ASPO, p. 2.
In terms of 1952 assessed valuation, this would result in a tax rate for planning purposes of slightly over 1\textfrac{1}{2} per $1,000 assessed valuation. The 1952 average appropriation for the area in the same terms was about 2.3\textfrac{1}{2} per $1,000 assessed valuation; however, 1\textfrac{1}{2} is not unreasonable. It should be a better buy in terms of money saved, through elimination of unwise capital expenditures, or in terms of forestalled property depreciation. For the non-resident taxpayer (chiefly the property owning summer resident) this would probably be his most worthwhile expenditure other than for year-round police and fire protection, since it would have an effect of "squeezing" the most benefits per dollar from the other elements in his tax rate. And it is these other elements that are of benefit to him only indirectly as compared to the direct benefits offered permanent residents.

1 Massachusetts Department of Corporations and Taxation, "1952 Assessed Valuations", Table of Aggregates, (Boston)
CHAPTER VI

A MEANS OF ACHIEVING THE BENEFITS OF AN IMPROVED APPLICATION OF COMPREHENSIVE PLANNING IN THE CAPE COD AREA

Summary

The assumption that there is a need for an application of comprehensive planning and for a full-time professional staff to serve every area of the Cape has been shown to be a realistic one. This need was explored sufficiently to show that it has been expressed in a number of ways and by local people as well as by impartial observers. Evidence was presented of the attempts by the individual towns to meet the need and of the difficulties involved.

The advantages of local control of local government functions were pointed out as well as some of the historical precedents for the retention of this type of control. It was recognized, however, that there are certain advantages in centralized control and that we have witnessed more and more centralization in recent years. It was also recognized that if a local government proves to be neither efficient nor effective this fact may nullify any of the advantages local control has to offer. It was then suggested that many students of government are convinced that local control and local government might be more effective if some functions were reassigned to more appropriate units of local government.
The validity of this action as a means of preserving local control was stated as an assumption of the study. Another, and more limiting, assumption was that local control was considered to be a desirable objective. One of the major objectives of the study was therefore stated to be the determination of the local level of government in the Cape Cod area at which the planning function could be most efficiently and effectively performed.

The major considerations of concern to a comprehensive planning program and the general nature of such a program were outlined and it was pointed out that one of the appropriate things that would concern a planning agency in the Cape area was the fostering of an attitude on the part of the local people and the local government that recognized the importance to the Cape of the summer resident and that promoted mutual understanding, cooperation, and mutual benefit.

The planning function was then shown to be one which could be much more effective when performed for the Cape as a unit, because of the social and economic solidarity of the Cape and the disregard which planning problems have for town lines. The desirability of tackling planning problems related to some of the major government services on a Cape Cod basis rather than an individual town basis was indicated by exploring the areal characteristics necessary for the effective and efficient operation of some of these services.
and the meaning of this in terms of the appropriate level for an effective comprehensive planning program, and the positive role the planning agency might play in making recommendations on administrative changes relative to these services.

It was also shown that most of the towns could not afford full-time professional planning advice on an individual town basis and for a reasonable per capita expenditure. Only as a group would it be possible for them to achieve these benefits with a reasonable per capita expenditure and for an adequate full-time staff. The make-up of such a staff was outlined and the annual appropriation necessary to support it was indicated. This was translated into cost per capita and cost in terms of assessed valuation and both were examined to determine whether or not they appeared reasonable.

The study has shown that the means for achieving an improved application of locally controlled comprehensive planning and full-time professional planning advice in the Cape Cod area is to be found in a single planning board and planning staff serving all Cape Cod towns as a single unit. It has indicated also the desirability of representing in some manner the interests of the summer resident to the mutual advantage of both summer and year-round residents. This probably could be abetted by giving the summer resident representation on the planning agency.
An Example Illustrative Of The Possible Organization Of A Cape Cod Planning Agency

The immediate practical realization of the ends determined to be suitable by the study, in terms of the assumption concerning the desirability of local control and other requirements indicated, would involve certain decisions concerning organization, the relationship of the agency to the various units of government, the manner in which it should carry out its program, and similar considerations. The study has not sought specific findings concerning these things; however, the following section is illustrative of how such an agency probably could be organized and effectuated in keeping with the assumptions that were made and the ends that were found to be desirable.

A planning board might be established to be attached to the existing Barnstable County government and to be representative of, and advisory to, the towns. It could have the authority and the responsibility for collecting information, making studies and preparing a master plan for the entire Cape. It could represent the summer resident. It probably could be organized more readily, and still be effective, if the existing towns were to retain certain of the means of planning effectuation associated with police power controls. A board of this nature, advisory to a number of government units, probably should be as representative as possible of them, since they are the units which can give effect to the plan.
Attaching the Board to the existing Barnstable County government would accomplish several ends. First, it would tend to avoid a further multiplication of government units, which usually is to be avoided, if possible. Second, the Board could be financed as a function of county government and the cost of operation therefore could be assessed against the towns as a part of the county assessment, an assessment against the towns which is prepared on the basis of an adjusted formula proportionally applied to assessed values of all towns in the county by the State Department of Corporations and Taxation, as amended by the Legislature. Third, the Board could appropriately exercise mandatory referral powers on those few aspects of the master plan over which the county had responsibility. Attaching the Board to the county would not necessarily mean that it could not be representative of the towns.

The Board could be organized and authorized to perform the powers suggested by specific enabling legislation of the State Legislature. The legislation authorizing the Board should probably be permissive, even though specific as to organization and the area to be included, because the Board will depend upon local support for its effectiveness, and local support would be less likely to be forthcoming if the Board were imposed by the State. It is assumed, however, that enabling legislation should have the endorsement of the State
Department of Commerce.

Since some towns conceivably might not favor a county planning board even though a majority did, the enabling legislation probably should provide also that such a planning board could be organized once ten, let us say, of the fifteen towns had approved. Certainly if that many towns in the area wanted to take advantage of such an opportunity they should not be prevented from doing so by a few which did not, but had just as much to gain.

Representation on the Board might be on the basis of one member per town with possibly two additional representatives of the County and also two representatives of the summer residents. Any member might also be a member of the planning board in the town from which he came, if that town had a planning board. It probably should not be mandatory that any town have either a planning board, zoning, or subdivision regulations, except as this is provided for under separate legislation. An initial authorization of State funds could be provided for the initial preparation of a master plan and for encouraging the organization of the proposed board, but probably should be made available only on the request of the Board.

Once the Board had adopted a county master plan all subsequent development over which the County exercised control could be referred to the Board for approval as a proposal. Were the proposal then disapproved by the Board, unanimous action of the entire Board of County Commissioners might be required to over-rule the Planning Board's disapproval, since
the provisions suggested for making the Board representative probably would make it more representative in fact than the Board of County Commissioners.

It is to be expected that some of the towns will have planning boards and a master plan. In such cases, if the town master plan were prepared or revised after the adoption of the county master plan, either with or without the assistance of the County Planning Board staff, it probably should be the responsibility of the County Planning Board and of the staff to endeavor to reflect, as best they can, the interests of all the towns, as represented through the County Planning Board and the County master plan, in the town master plan that is finally adopted.

Each proposed town master plan or revision thereof might be submitted to the County Planning Board for comment prior to adoption. Likewise each proposed subdivision, each proposed public development, and each proposed zoning change might be submitted to the County Planning Board for comment as to whether or not it is in consonance with the County master plan. The staff could be delegated the authority and the responsibility by the Board to act upon all of these referrals of a routine nature from the towns, particularly those that were in consonance with the plan or that were not likely to be seriously detrimental to the interests of the county or the other towns. Similar referrals might be required from towns which did not have planning boards—from the Selectmen or the town meeting relative
to public development and from individuals relative to sub-
division development.

The Board might well have the prerogative of making
suggestions on its own initiative relative to any part of
the plan. It would probably find it advisable to make
recommendations from time to time on the possibilities of
reorganizing certain of the government services such as those
discussed in Chapter IV, to the end that more effective and
efficient service would be provided and provided in con-
sonance with the master plan.

Staff assistance other than that required as a routine
responsibility might be provided the various towns on a pro
rata basis determined by the Board or on the specific motion
of the Board. The Board could be empowered to ask reimburse-
ment at cost for such special staff assistance beyond that
normally provided as they might determine.

In brief, a single planning board serving all towns of the
Cape as a unit would provide not only a means of achieving the
benefits of an improved application of comprehensive planning
in the Cape Cod area and provide all parts of the area with
full-time professional planning advice, but it would also
preserve those elements of local control of local government
which are cherished highly in the area. It would preserve
local initiative but help it to become more socially productive;
it would widen the sphere of local participation and
tap a greater amount of skill, interest and energy.
Organized according to the example suggested, or some
similar manner, and recognizing the possible advantages offered
by the existence of a county government coterminus with the
area, a single planning agency for Cape Cod probably could
be considered an immediately practicable possibility.
## APPENDIX I

### STATISTICS RELATING TO CAPE COD LIBRARIES

<table>
<thead>
<tr>
<th>Town</th>
<th>Circulation per capita</th>
<th>Hours open per week</th>
<th>Total income</th>
<th>Income per capita</th>
<th>Librarian's salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barnstable</td>
<td>0.9</td>
<td>13</td>
<td>$2,200</td>
<td>$1.46</td>
<td>$600</td>
</tr>
<tr>
<td>Centerville</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cotuit</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hyannis</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marston Mills</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Osterville</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>West Barnstable</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bourne</td>
<td>10.2</td>
<td>12†</td>
<td>11,615</td>
<td>2.01</td>
<td>1,924</td>
</tr>
<tr>
<td>Brewster</td>
<td>10.0</td>
<td>6</td>
<td>1,825</td>
<td>1.85</td>
<td>300</td>
</tr>
<tr>
<td>Chatham</td>
<td>4.4</td>
<td>15</td>
<td>3,927</td>
<td>1.76</td>
<td>1,166</td>
</tr>
<tr>
<td>South Chatham</td>
<td></td>
<td>3</td>
<td>400</td>
<td></td>
<td>104</td>
</tr>
<tr>
<td>Dennis</td>
<td>4.0</td>
<td>2</td>
<td>579</td>
<td>1.37</td>
<td>52</td>
</tr>
<tr>
<td>East Dennis</td>
<td></td>
<td>1</td>
<td>1,523</td>
<td></td>
<td>60</td>
</tr>
<tr>
<td>South Dennis</td>
<td></td>
<td>1</td>
<td>517</td>
<td></td>
<td>35</td>
</tr>
<tr>
<td>West Dennis</td>
<td></td>
<td>1</td>
<td>714</td>
<td></td>
<td>200</td>
</tr>
<tr>
<td>Eastham</td>
<td>4.6</td>
<td>9</td>
<td>916</td>
<td>1.04</td>
<td>100</td>
</tr>
<tr>
<td>Falmouth</td>
<td>5.4</td>
<td>36</td>
<td>8,621</td>
<td>1.46</td>
<td>2,433</td>
</tr>
<tr>
<td>North Falmouth</td>
<td></td>
<td>3</td>
<td>391</td>
<td></td>
<td>100</td>
</tr>
<tr>
<td>West Falmouth</td>
<td></td>
<td>8</td>
<td>1,461</td>
<td></td>
<td>264</td>
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<tr>
<td>Woods Hole</td>
<td></td>
<td>6</td>
<td>1,960</td>
<td></td>
<td>450</td>
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<tr>
<td>Harwich</td>
<td>12.0</td>
<td>6</td>
<td>2,668</td>
<td>2.17</td>
<td>501</td>
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<td>Harwich Port</td>
<td></td>
<td>4</td>
<td>957</td>
<td></td>
<td></td>
</tr>
<tr>
<td>West Harwich</td>
<td></td>
<td>4</td>
<td>2,140</td>
<td></td>
<td>450</td>
</tr>
<tr>
<td>Mashpee</td>
<td>1.2</td>
<td>2</td>
<td>285</td>
<td>.65</td>
<td>110</td>
</tr>
<tr>
<td>Orleans</td>
<td>6.4</td>
<td>12</td>
<td>1,689</td>
<td>.97</td>
<td>600</td>
</tr>
<tr>
<td>Provincetown</td>
<td>4.5</td>
<td>27</td>
<td>5,325</td>
<td>1.22</td>
<td>1,500</td>
</tr>
<tr>
<td>Sandwich</td>
<td></td>
<td></td>
<td>5,300</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Truro</td>
<td>5.6</td>
<td>6</td>
<td>1,349</td>
<td>2.07</td>
<td>280</td>
</tr>
<tr>
<td>Wellfleet</td>
<td>5.7</td>
<td>10</td>
<td>1,136</td>
<td>1.03</td>
<td>360</td>
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<tr>
<td>Yarmouth</td>
<td>6.7</td>
<td>6</td>
<td>2,975</td>
<td>1.61</td>
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<tr>
<td>South Yarmouth</td>
<td></td>
<td>15</td>
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<td></td>
<td>180</td>
</tr>
<tr>
<td>West Yarmouth</td>
<td></td>
<td>7</td>
<td>690</td>
<td></td>
<td>300</td>
</tr>
</tbody>
</table>

Total $75,025 ($1.60)

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1 Based upon data for 1950 and in some instances 1949 compiled in 1952 for a study of Cape Cod libraries by the Office of the Supervisor of Field Services, Massachusetts Division of Public Libraries.

2 Total Income divided by 1950 population of Barnstable County.
APPENDIX II

PER CAPITA COST NECESSARY FOR EACH CAPE COD TOWN TO PROVIDE A PLANNING BUDGET OF $7,500.

<table>
<thead>
<tr>
<th>Town</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barnstable</td>
<td>$ .72</td>
</tr>
<tr>
<td>Falmouth</td>
<td>.87</td>
</tr>
<tr>
<td>Bourne</td>
<td>1.59</td>
</tr>
<tr>
<td>Provincetown</td>
<td>1.98</td>
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<tr>
<td>Yarmouth</td>
<td>2.28</td>
</tr>
<tr>
<td>Harwich</td>
<td>2.83</td>
</tr>
<tr>
<td>Chatham</td>
<td>3.06</td>
</tr>
<tr>
<td>Dennis</td>
<td>3.00</td>
</tr>
<tr>
<td>Sandwich</td>
<td>3.10</td>
</tr>
<tr>
<td>Orleans</td>
<td>4.27</td>
</tr>
<tr>
<td>Wellfleet</td>
<td>6.68</td>
</tr>
<tr>
<td>Brewster</td>
<td>7.70</td>
</tr>
<tr>
<td>Eastham</td>
<td>8.72</td>
</tr>
<tr>
<td>Truro</td>
<td>11.32</td>
</tr>
<tr>
<td>Mashpee</td>
<td>17.12</td>
</tr>
</tbody>
</table>

1 Based upon 1950 population data, U.S. Department of Commerce, Bureau of the Census.
## APPENDIX III

### 1950 POPULATION OF CAPE COD TOWNS

<table>
<thead>
<tr>
<th>Town</th>
<th>Population</th>
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</thead>
<tbody>
<tr>
<td>Barnstable</td>
<td>10,480</td>
</tr>
<tr>
<td>Falmouth</td>
<td>8,662</td>
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<tr>
<td>Bourne</td>
<td>4,720</td>
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<td>Provincetown</td>
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<td>Yarmouth</td>
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<td>Harwich</td>
<td>2,649</td>
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<td>Chatham</td>
<td>2,457</td>
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<td>Dennis</td>
<td>2,199</td>
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<tr>
<td>Sandwich</td>
<td>2,418</td>
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<tr>
<td>Orleans</td>
<td>1,759</td>
</tr>
<tr>
<td>Wellfleet</td>
<td>1,123</td>
</tr>
<tr>
<td>Brewster</td>
<td>987</td>
</tr>
<tr>
<td>Eastham</td>
<td>860</td>
</tr>
<tr>
<td>Truro</td>
<td>661</td>
</tr>
<tr>
<td>Mashpee</td>
<td>438</td>
</tr>
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</table>

**Total:** 16,805

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