LONG-RANGE
GENERAL PLAN
FOR COHASSET

prepared for the

COHASSET PLANNING BOARD

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GENERAL BACKGROUND

REGIONAL SITUATION

Location

Cohasset is located on the "South Shore" of Massachusetts Bay, about fifteen air miles from downtown Boston. This proximity to the central city is a major determinant in the long-range growth of the Town, and will be even more important in the future than in the past due to recently improved highway connections.

The immediate area of influence on Cohasset's development is the ring of towns surrounding the community: Hull to the north, Hingham to the west, Norwell to the southwest, and Scituate to the south. (The ocean bounds the Town on the east.) A five-mile circle having as its center the Cohasset Common passes through all of these communities.

Highway Transportation

The Town is at present served by two principal highways. Route 128—the Boston circumferential—closely borders the Town on its western edge, passing through Hingham and Hull. Route 3A—a branch of a Boston radial—runs completely through the Town in a northwest-southeast direction, also passing across Hingham and Scituate.

A few miles away, but still serving Cohasset, is Route 3, another radial. This route and 3A join together about half way toward Boston to form a single highway leading to and from the city. Close to and paralleling Route 3 (on the side away from Cohasset) is the new Southeast Expressway, which is completed from Boston to South Hingham and is under construction from the latter through Norwell.

The Town's situation in relation to Boston, to the adjacent towns and to the highway system is shown graphically on the map opposite this page.

Rail Transportation

A branch line of the N.Y., N.H. & H. railroad, known as the Old Colony, passes through Hingham, Cohasset, and Scituate, where it terminates. For many years the line was providing regular commuter service to local residents and others; however, this service was discontinued completely in mid-1959. After several unsuccessful attempts, the Massachusetts Legislature in 1961 authorized public acquisition of the roadbed of this line for part of its length—Boston to South Braintree—in accordance with the terms of an option which the State had held for some time. Concurrently, the Legislature set up a

"South Shore Transit Commission," and authorized operation by it of rapid transit facilities on this route. These facilities would be physically and administratively separate from those of the Metropolitan Transit Authority, although the new line would be laid out so that South Shore passengers could transfer to the M.T.A. at Savin Hill Station.

No plans have been made for transit facilities, or for any other commuter service, on the portion of the line running through Cohasset, but Cohasset residents could, of course, use the new transit line by driving to the proposed South Braintree terminus.

Metropolitan Services

Of the several "Boston Metropolitan Districts," established by law for the provision of specific services, Cohasset lies within only one—the Metropolitan Parks District. None of the parks or reservations of the District Commission is actually located within the Town, although Wannocket Beach Reservation in Hull is close by. That Town and Hingham are also in the Parks District.

The nearest community within the Metropolitan Water District is the City of Quincy. Some local consideration has been given to having Cohasset join that District (a recent study so recommends), but no local action has yet been taken, and the Town continues to be served by its own water supply system.

Hingham is a member of the Metropolitan Sewage District, the only adjacent town to belong. A current engineering report recommends that Cohasset, now served only by individual cesspools and septic tanks, install a public sewage system, but that it treat and dispose of the sewage locally. Thus, there are no plans for the Town's joining this Metropolitan District at any time.

Population Pressures

The Cohasset region (i.e., the four adjacent towns plus Cohasset) has grown from 12,000 persons in 1950 to 44,694 in 1960, an increase of 70.6% in ten years. During this same period, Cohasset alone grew 56.5%. Hull, in which a large number of summer homes were converted to year-round occupancy, grew the most—109.8%, and Norwell, in which a large amount of home building took place, grew almost as much—107.0%. Hingham increased the least, percentagewise (44.2%), but actually experienced the second largest numerical increase—4,713 more persons. Scituate gained 5,221 persons.

Percentage and numerical increases for the five communities during this decade are given in the table which follows.
Population Changes in South Shore Suburbs, 1950-1960

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<tbody>
<tr>
<td>Norwell</td>
<td>2,515</td>
<td>5,207</td>
<td>2,692</td>
</tr>
<tr>
<td>Scituate</td>
<td>5,993</td>
<td>11,214</td>
<td>5,221</td>
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<tr>
<td>Hingham</td>
<td>10,665</td>
<td>15,378</td>
<td>4,713</td>
</tr>
<tr>
<td>Hull</td>
<td>3,379</td>
<td>7,055</td>
<td>3,676</td>
</tr>
<tr>
<td>Cohasset</td>
<td>3,711</td>
<td>5,810</td>
<td>2,109</td>
</tr>
<tr>
<td>TOTAL</td>
<td>26,283</td>
<td>44,694</td>
<td>18,411</td>
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In contradistinction to the region's year-round population, its summer population is already close to 80,000. The two towns of Scituate and Hull, in which most of these summer residents are concentrated, add about 30,000 to the area's population (if occupants of summer hotels, motels, and rooming houses are counted, as well as the regular cottage dwellers). These all have their effect on the volume of local retail trade and services and on the amount of highway traffic.

Economic Base

The majority of the year-round residents in Cohasset and the other towns of the region who work for a living, do so in communities outside the boundaries of the area. On the basis of 1955 to 1959 data projected and interpolated, it is believed that at present only about one-third of the region's civilian labor force is locally employed.

Of all the towns, Cohasset comes closest to providing as many jobs (about 1600) as there are local workers (about 2500), but it seems certain that many of these jobs are filled by out-of-towners.

The annual local payroll in manufacturing for the five towns is relatively low—by comparison with the manufacturing payroll in other areas (in construction, trade, service and other commercial activities, together). Again, Cohasset leads, having a manufacturing payroll of over three and one-half million dollars, which represented 67% of the region's total. The non-manufacturing payroll in the region is almost double that for manufacturing, as is characteristic of predominantly residential and resort areas.

Ammunition Depot Annex

The U.S. Navy's property, known as the Hingham Ammunition Depot Annex, lies partly in four of the five towns of the region. Its largest portion is in Hingham, and its second largest, in Cohasset. This Annex has been declared by the government to be surplus property, and, as such, will be disposed of in due course to a public agency, private agency or individual, in accordance with priority schedules and criteria set up by the surplus property agency.

In the recent Hingham Master Plan report, which gave some attention to this area, it was strongly recommended that it be placed under permanent public control as a regional open-space reservation and recreation area. The Hingham report states: "The area seems naturally adapted to intertown recreational purposes, and should not be permitted to go into any other use... When the tide of metropolitan home building has spread far beyond Hingham, this might well be the only extensive piece of countryside left throughout the southern portion of the whole metropolitan region."

General View of Ammunition Depot Annex

LOCAL CONDITIONS

General Land Use

The accompanying chart, "Existing Land Use," shows quantitatively the various types of land use which are present in Cohasset today. A map showing distribution of these uses has been prepared and submitted to the Planning Board.

The land use pattern in Cohasset is typical of smaller Massachusetts communities: a concentration of development in several locations surrounded by less intensive uses and some open land. The largest built-up section is in the east central portion of Town, including the main business district (i.e., Cohasset Center and Harbor). Here, residential densities average from two to eight families per acre.

Two other built-up areas—predominantly residential—are located in the northwest and southwest parts of Town, known locally as North Cohasset and Beechwood. Although there are a few neighborhood stores in and near these areas, the majority of commercial establishments which are outside of the main business district are found along Route 3A. It is here also that the Town's major industry is located. A few other industrial establishments, including distributive uses and boat service yards, are widely scattered, with the favored locations being along Route 3A and in the Cohasset Harbor area.
From a planning point of view, open or vacant land is, perhaps, the most important type of all. Nearly thirty-nine per cent of the Town's area is in this category. With the exception of the Ammunition Depot, most of the residential, business, industrial and public uses are set, or "frozen," but vacant land still has its future ahead. What happens on this land is especially subject to planning.

The distribution of the vacant land in Town is shown by the map of "Buildable Land" on the following page. As will be noted, an indication is made on this map of the areas that are swampy or wet. However, there are over 2,000 acres of vacant land free of such a physical limitation, and which may be assumed to be readily buildable in the foreseeable future.

It is, of course, impossible to show on any map the complete physical appearance of a town. In Cohasset, the various uses of land and buildings mentioned above have, in combination with the natural topography, produced a community of great charm and attractiveness. The Town's beautiful Common surrounded by colonial buildings, its interesting and varied harbor, its magnificent rocky shoreline, and its still unspoiled areas of extensive woodland all combine into an almost idealistic picture of a rural New England seacoast town.

Local Services

In addition to the main highways which pass through or along the edge of the Town (Routes 3A and 128), there is a widespread network of other major and secondary streets, many of which radiate from the existing built-up centers. New local streets are being added constantly through private development, which is controlled as to street design and construction by the Planning Board.

Except for a substantial portion of Route 3A and of Forest Avenue, most of the existing streets in Town—even in outlying areas—are served with Town water and hydrants, although pressure and flow are not always adequate. However, there is no Town system of sanitary sewers, so that all buildings, whether in high or low density areas, are sewered by private works: cesspools or septic tanks.

The Town's two elementary schools are both located in the same residential neighborhood—that of the Center. Its secondary school—Cohasset High School—is also located there. These three schools are all of relatively recent construction. There is a well-developed playfield next to the High School and a few partially developed playfields elsewhere. A large semi-public beach is located on Atlantic Avenue in the northeast portion of Town.

Municipal offices, a library, police station and fire headquarters are all located in the Center-Harbor area. There are also two outlying fire stations and one semi-public library (in North Cohasset).
Planning Problems

One of the greatest assets of the Town, however, is its own recognition that, in spite of outstanding characteristics, problems do exist. The Cohasset Planning Board listed a number of these in a recent report, the majority of which are still unsolved. For example, "the annual curtailment of water use indicates an insufficient supply. Our highways and sidewalks are in need of major repairs. Surface drainage is poor and in places dangerous. . . . The location of most of our town offices on the second floor of the Town Hall, reached by a narrow and steep stairway, is a serious handicap particularly to the elderly. The need for an adequate municipal garage has long been felt by thinking citizens. . . . Our harbor, one of our greatest natural assets, is overcrowded. . . . We have a nuisance brook which causes disagreeable flooding periodically and portions of which are polluted."

It might also be added that the Town has insufficient facilities for many forms of intensive recreation. Also, with further growth, the Town will have other deficiencies not now apparent. As traffic increases, wholly new streets will be required; as additional land is subdivided, new sites for schools and playgrounds will be needed.

Planning in Cohasset

The Cohasset Planning Board, established under Massachusetts statutes, has the responsibility of looking ahead toward the future growth of the Town. Specifically, it is charged with the function of studying the resources, possibilities and needs of the community and of preparing, from time to time, plans for its physical development.

The Board has been actively working toward these objectives over the past several years. Among the planning items which have already been prepared or sponsored by the Board are:

1. Rules and Regulations for the subdivision of land (adopted by the Board).
2. A comprehensive Zoning By-Law and Map (adopted by the Town).
3. A Ten-Year Program for physical improvements (presented by the Board as a guide for Town action).

Various committees of the Town have also been conducting planning studies for the facilities within their respective jurisdictions, most notably for enlarged school facilities and for a new fire and police station.

Although the recent rapid growth of the Town and the accompanying rise in local taxes has accelerated action in long-range planning, such looking ahead is not new in Cohasset. Almost fifty years ago—in 1912—a professional town planner and landscape architect was engaged to prepare "A Report for Cohasset." This contained recommendations for future street improvements, public land acquisition, recreational development, and many other items.

Planning Objectives

It would be surprising, indeed, if every proposal for Cohasset's future—whether made yesterday or today—were carried out. Democracies do not work that way. On the other hand, a truly valid planning proposal—one designed to solve a real problem or to meet a real need—is worthy of favorable local action. If soundly conceived, it is not "just another way to spend the Taxpayers' money," but rather it is an efficient and beneficial way to do what is needed in any case—even with no planning. Planning does not create needs; it meets them.

This present study is an attempt to bring up to date all previous plans for the Town, to cover numerous aspects of the Town not previously covered and to solve new problems which have recently come into being. It is also an attempt to look at the Town as a whole, resolving any conflicts in the needs of individual town departments (as between a new town garage vs. a new playground) and any conflicts in the opinions of local citizens (as between additional industry vs. no more industry).

General Plan Study

In preparing the present planning study, the Cohasset Planning Board has taken advantage of available Federal aid. Matching funds were obtained from the Housing and Home Finance Agency and utilized to engage a planning consultant to carry out the plan preparation. This was done through a contract with, and under the supervision of, the Division of Planning of the Massachusetts Department of Commerce. The Cohasset Planning Board also participated in the study by furnishing advice and information to the consultant and by reviewing the various proposals. Other town officials and departments were all most helpful in supplying data and suggestions.

Originally, it was proposed that the study be carried out and presented to the citizens as a single plan, and the initial outline of work to be done so provided. However, a curtailment of Federal funds in 1959 necessitated the division of the study into two parts. The first was completed in 1960, the second in 1961. This present report summarizes the entire study as covered by its two component parts.
LAND USE PLAN

EXISTING & PROPOSED ZONING

General

In 1955 the people of Cohasset took a major step toward shaping the Town's future. In that year, they adopted a comprehensive zoning plan for the community. The plan divides the Town into various use and lot size districts (as shown on a zoning map) and regulates within each the use of buildings and land, the size of lots, and the placement of buildings on their lots (as set forth in the zoning regulations).

This existing zoning map is, in a very real sense, an official "land use plan." It not only indicates where and how future uses may be developed, but gives to such indications the compulsion of law.

Existing Districts

The present zoning plan for Cohasset (as revised in 1959) provides for the following types of districts:

"Residence A" (with lots 100' wide and 12,000 sq. ft. in area)
"Residence B" (with lots 125' wide and 20,000 sq. ft. in area)
"Residence C" (with lots 150' wide and 40,000 sq. ft. in area)
"Business" (with industry, if approved by the Board of Appeals)

Need for Rezoning

Although the existing zoning plan is comprehensive—in that it covers the entire Town—and is generally appropriate—in that it fits prevailing patterns of use and density quite well—a revision of this plan is here proposed.

There are several reasons for such revision. First of all, numerous physical changes have taken place in the Town since the present plan was enacted, and other changes are occurring continuously. These should be given due recognition in the zoning scheme. But more than that, the zoning plan should be consistent with the overall General Plan of the Town. For example, proposals for new schools, streets, and other public facilities are dependent in part on land use and density patterns, and these in turn are largely dependent on zoning provisions. Conversely, the zoning provisions should control growth in such a way as to allow efficient use of the new facilities planned to serve such growth. Lastly, although the existing regulations are of recent date, they do not include several important improvements in zoning techniques. These can be employed on an as-needed basis to offer better protection to the home owner and on the other to encourage incoming business and industry.

New Zoning Map

The zoning districts recommended for the Town of Cohasset are shown on the accompanying map, entitled "Proposed Zoning District Map." This map is prepared in such a form that it can be adopted, en toto, as a substitute for the existing map. As an alternative, a series of amendments to the existing map could be adopted which would change, one by one, the areas now zoned in a different manner than here indicated, into the recommended classification.

A comparison between the proposed new map and the existing map shows that the differences are relatively small in number and extent. The most important ones are discussed below in connection with the predominant type of land use involved. In addition, the new map includes one change in form: It places in the most appropriate zone all public property in Town, much of which is excluded from any zone at present. Thus, if and when changes are made in boundaries or ownership of such areas, portions becoming private will automatically be subject to appropriate restrictions.

Special Flood Plain Zone

A special flood plain zone along James Brook is suggested in addition to the regular zoning districts. Its location would be as shown on a supplementary zoning map already prepared and submitted to the Planning Board. This latter map could be adopted simultaneously with the revised zoning map, separately but at the same Town Meeting, or subsequently at some future Town Meeting when more precise data on flood levels were available.
Revised Regulations

New zoning regulations to accompany the revised zoning map have also been prepared. These have been arranged and worded in such a way that they can either be adopted completely (as a substitution for the existing regulations) or adopted section by section (as individual amendments). The general sequence is, therefore, the same as in the present zoning regulations, with the main sections being numbered the same and covering the same type of provisions. The few wholly new sections which have been added have been designated as sections IA, etc.

The principal new provisions in the proposed regulations include the following:

(1) Establishment of provisions for the new flood plain zone.

(2) New and revised provisions regarding lot coverage and building placement.

(3) Requirements for off-street automobile parking space in all districts.

(4) Division of the present business district regulations into "Business District" and "Commercial District" regulations.

RESIDENTIAL AREAS

Existing Residential Development

Under both the present and proposed zoning map, the major portion of the land area in Cohasset is allocated to residential use. Such widespread use of land for homes is, in fact, the existing pattern of development—entirely apart from any effect of zoning.

The present extent and importance of residential uses in the Town is indicated by the fact that 92% of all private land in use (i.e., excluding vacant land and public and semi-public property) is devoted to year-round or seasonal homes. This compares with 9% of such land which is in business or industrial use. In terms of real estate valuation, residential uses are equally dominant. Ninety-two per cent of the Town's total valuation is in residential property (including buildings, lots, and unimproved residential land). This compares with 8% of the total valuation in business or industrial property (including commercial farms).

The present location of residential uses is shown in a general way on the spot map below. Of the dwelling units shown, all but 160 represent year-round homes.
Future Residential Districts

The residential districts recommended for the Town are shown on the preceding Proposed Zoning District Map. These have been laid out to implement the overall General Plan and to satisfy the objectives of: (a) Maintaining the present character of the Town, (b) Protecting property values, (c) Adjusting the potential amount of home building to the total capacity of public facilities, and (d) Encouraging a balanced type of growth, with areas provided for various types and densities of development.

Proposed Major Changes

This proposed neighborhood plan differs from that which would be achieved under existing zoning—if unchanged—in two major regards:

1. The area in the west central part of Town (west of Route 3A in the vicinity of the large industrial district) is proposed as a non-residential area, as already noted. Although this area (designated as "Y" on the Neighborhood Map) is predominantly non-residential now, it does contain some buildable vacant land presently zoned for medium-density home development (Residence B). However, due to the large amount of public open land and the extensive acreage now zoned for industry here, there is insufficient space for but a relatively few new houses—not enough to ever justify a playground, elementary school or other neighborhood facilities. Thus, persons living here would always have to be served by facilities located elsewhere, and from which they would be cut off by a major highway, by industrial development and by other barriers. On the other hand, some of the land in this area is now zoned for homes is ideally suited to industrial use.

Three measures are specifically proposed to discourage residential development here:
(a) Enlargement of the industrial district on the west side of Route 3A, as shown on the Proposed Zoning District Map. (b) Acquisition of additional public open areas in the rear (e.g., enlargement of the Trustees' property, in particular). (c) Reclassification of the residential zone applying to the area from...
Residence B to Residence C, to minimize the amount of home building which might occur, pending public acquisition of the remaining open land.

(2) Part of the area in the east central portion of Town (in the vicinity of Little Harbor) is proposed as a permanent low-density residential area. This area (the northeastern part of area "II" on the Neighborhood Map) is predominantly a low density area now. It contains the largest concentration of seasonal homes in Town, and its year-round population is almost all on large-sized lots. Extensive small-lot development here, as now permitted by zoning, would eventually produce a neighborhood too large in population to be served by the existing schools in the center, yet too small and too irregular to be efficiently served by a school of its own.

Almost all of this area is already laid out into tracts and parcels accessible only over narrow, winding rights-of-way or drives. It is almost impossible, and certainly impractical, to change most of these ways into "streets" of standard width and alignment due to the limitations imposed by topography and ledge, by existing buildings close to the right-of-way lines, and by the diversity of ownership adjacent to the ways. Consequently, the extent of further subdivision should be minimized to keep the traffic load low on these inadequate drives.

**POPULATION**

**Existing Population**

In the 1950 Federal Census, Cohasset had a year-round population of 3,731 persons. This increased to 5,940 persons by 1960 (according to the census of that year), an increase of 56.5% in ten years.

**Total Future Population**

Detailed studies were made to determine the probable future population of the Town at ultimate development (including an analysis of all buildable land as to its dwelling unit capacity under both existing and proposed zoning). The studies indicated that the probable total population at land saturation (i.e., ultimate development) will range from about 14,800 persons under present zoning, to about 13,400 persons under proposed zoning and land acquisition. (This compares with a theoretically possible ultimate population of from 18,500 if every acre of buildable land is used to the maximum density permitted by present zoning, to about 18,500 if additional Ammunition Depot land were all developed with homes.)

**Rate of Growth**

The rate of growth which is expected between now and saturation is shown on the graph below. This graph also indicates the probable and theoretical "ceiling" or growth imposed by zoning, as applied to available land. Allowance is also made for conversions of existing
dwellings to accommodate more families. It should be emphasized that the projected rates for both existing and proposed zoning are lower than the growth rate of the Town actually experienced since 1950.

Distribution of Future Population

In planning the location and capacity of public facilities, it is often as necessary to know the probable distribution of families (i.e., dwelling units) in the Town as it is to know their total numbers. This is particularly true in planning school and recreation facilities and certain utilities (such as water mains) which have a service area or capacity aspect.

Consequently, as part of the population studies, dwelling unit and population figures were worked out for the several planning neighborhoods and for small subdivisions of the larger ones (designated as "sub-neighborhoods" on the Neighborhood Map). These figures, for both existing and probable ultimate development, are given in the table below.

URBAN RENEWAL

Quality of Housing

As part of the General Plan study, a field survey was made to determine the location of any housing problem areas, and the relative degree of their quality deficiency, if any. This survey produced the strong conclusion that there are no such areas in Cohasset, at least in terms of property deterioration. Here and there, a house was observed in what might be called a dilapidated condition, but it was a single instance, not part of any clustering or grouping.

Another factor considered in the survey was adverse environment, but this also proved to be negligible. In spite of there being no zoning in Town until a few years ago, Cohasset's residential neighborhoods are remarkably free of hazardous and objectionable uses.

The factor of crowding was also examined. This was done not only by observation in the field but by map analysis of lot sizes. While this showed that there are several concentrations of houses in the 6,000-8,999 square-foot lot size category, there is but one area in Town containing a substantial concentration (over four) houses in the under 6,000 square-foot lot size category. That is in the area bordering on Cohasset Harbor in the vicinity of Elm Court and Stockbridge Street. There, within a distance of 1200 feet are found 26 of the 127 structures in Town which are on what might be called substandard lots.

Possible Urban Renewal

The outline of study required that consideration be given to initiating a so-called "urban renewal" program in the Town. This refers to a comprehensive program in which all available local and Federal resources would be applied to eliminate unfavorable physical conditions. Among the measures customarily

<table>
<thead>
<tr>
<th>Planning Neighborhood (as shown on map of same)</th>
<th>Number of Existing Dwelling Units (mid-1959)</th>
<th>Total No. of D.U.'s Probable at Ultimate Development</th>
<th>Estimated Population at Ultimate Development</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>under present zoning (with no change in public areas)</td>
<td>under proposed zoning (with probable additional public areas)</td>
<td></td>
</tr>
<tr>
<td>IA</td>
<td>78</td>
<td>185</td>
<td>180</td>
</tr>
<tr>
<td>IB</td>
<td>255</td>
<td>650</td>
<td>630</td>
</tr>
<tr>
<td>IC</td>
<td>22</td>
<td>161</td>
<td>161</td>
</tr>
<tr>
<td>Total I</td>
<td>355</td>
<td>996</td>
<td>971</td>
</tr>
<tr>
<td>IIA</td>
<td>230</td>
<td>165</td>
<td>405</td>
</tr>
<tr>
<td>IIB</td>
<td>312</td>
<td>690</td>
<td>450</td>
</tr>
<tr>
<td>IIC</td>
<td>271</td>
<td>598</td>
<td>578</td>
</tr>
<tr>
<td>Total II</td>
<td>819</td>
<td>1553</td>
<td>1433</td>
</tr>
<tr>
<td>IIIA</td>
<td>116</td>
<td>401</td>
<td>386</td>
</tr>
<tr>
<td>IIIIB</td>
<td>213</td>
<td>412</td>
<td>320</td>
</tr>
<tr>
<td>Total III</td>
<td>329</td>
<td>721</td>
<td>706</td>
</tr>
<tr>
<td>IVA</td>
<td>33</td>
<td>160</td>
<td>135</td>
</tr>
<tr>
<td>IVB</td>
<td>108</td>
<td>415</td>
<td>400</td>
</tr>
<tr>
<td>IVC</td>
<td>57</td>
<td>225</td>
<td>142</td>
</tr>
<tr>
<td>Total IV</td>
<td>198</td>
<td>500</td>
<td>700</td>
</tr>
<tr>
<td>V</td>
<td>9</td>
<td>145</td>
<td>10</td>
</tr>
<tr>
<td>VI</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Grand Total</td>
<td>1710</td>
<td>4215</td>
<td>13,400-14,800</td>
</tr>
</tbody>
</table>
Involves are rehabilitation of some dwellings through remodeling or repair, and redevelopment of some areas through demolition or clearance. It was concluded that the Elm Court-Stockbridge Street area is the only area in Town even remotely suited to such a program, but that neither its degree of housing deficiency nor its geographic extent would justify action, at least to the extent of requesting Federal aid.

However, certain street improvements could and should be made in this location by the Town, most desirably with cooperation of the property owners. The moderately high density prevailing in the Elm Court-Stockbridge Street area could be offset by furnishing an improved circulation system—one which could supply good access to interior lots not well served, and better access to all lots (in terms of reduced grade and increased street width). Some suggested street changes for this area are shown on the large scale "General Plan - Cohasset Center and Vicinity" which accompanies the section of this report on the Town Center.

COMMERCIAL AREAS

Existing Commercial Areas

Under the present zoning map, various areas in Town are designated as "Business" districts. The regulations which accompany this map provide, however, that in these districts not only are retail business uses allowed but industrial uses as well if specifically authorized by the Board of Appeals. Thus, the present "Business" districts are, in effect, combined business and industrial areas. With but a few minor exceptions, all of the Town's business and industrial establishments are located within the boundary of one of these zoned areas.

Future Commercial Areas

It is recommended that the present zoning classification of "Business" be subdivided into two classifications: "Business" and "Commercial," and that each non-residential area be placed in the particular zoning classification which is most appropriate. Specifically, it is recommended that these areas be rezoned as shown on the Proposed Zoning District Map. Such changes in map classification will, of course, necessitate corresponding changes in the written zoning regulations themselves, and these have been included in the proposed draft.

Local Economic and Tax Base

In order to properly evaluate the importance of these non-residential areas—both "Business" and "Commercial"—some consideration should be given to the economic base of the community. As in most suburban towns, the majority of Cohasset residents who work commute to their employment in other municipalities. Their livelihood is therefore tied in with the economic development of the metropolitan region as a whole. Conversely, a number of residents of other communities enter Cohasset to work, especially at the Town's major industry located on Route 3A. Thus, the municipal boundaries of the Town are barriers to neither out-of-town nor in-town employment. It follows, therefore, that action by the Town in regard to further commercialization cannot significantly be evaluated in terms of local employment.

Realistically, however, the major concern of those who urge more commercialization—in Cohasset and elsewhere—is not additional employment as much as it is additional taxes (or more precisely, additional entries on the real estate tax rolls of the Town). Unlike the economy of its residents or workers, the Town's economy does rest squarely on conditions within its own boundaries. This is because most of its receipts as a municipal corporation come from taxes on tangible real estate located within its confines.

But as already noted (in connection with residential uses), the valuation of commercial property in Cohasset amounts to only eight per cent of the Town's total. It should be pointed out, however, that this class of property does not generate—at least directly—any school costs; thus, although it may produce less than one per cent of the Town's gross tax income, its relative benefit in the overall cost-income picture is somewhat higher.

Commercial Objectives

In view of the dominance of residential uses and values in Cohasset, it would be short-sighted indeed to expand existing commercial zones at the expense of residential uses. On the other hand, the study of the Town indicates several locations where commercial expansion would not be seriously detrimental.

Such a balanced view is often pleasing to one, since those in favor of more commerce regard the commercial zones as too small, while those in favor of no more commerce regard the zones as too large. In this General Plan, however, each area was studied on an impersonal basis: How would it fit into the long-range plan if used for commerce? How, if used for residence?

The guiding principles employed may be recapitulated as follows:

1. Areas designated for business or industry should be realistically usable for such purposes in terms of topography, access, etc.

2. Areas for business or industry should not be developed to the detriment of established or planned residences, as the latter will continue to be Cohasset's dominant land use in terms of both acreage and valuation.

3. Areas for business or industry should fit into the overall General Plan, and should not conflict with proposals for schools, recreation and other residually-oriented uses.

In addition to these general considerations, certain specific principles were also applied, described later in connection with individual changes.
BUSINESS CENTERS

Existing Centers

A survey of existing business uses (in contradistinction to industrial uses) indicates that the areas primarily devoted to business in Cohasset serve one or more of four district functions.

1. The Cohasset Center district is primarily a town-wide, and even a regional, shopping center. It supplies both convenience goods and specialty items.

2. The Cohasset Harbor business district is primarily a recreational service area. Its major establishments are restaurants, boat service facilities and places for selling fish and lobster.

3. The small business zones at North Cohasset and Beechwood are primarily for neighborhood convenience shopping (although the former does contain some uses which serve transients, and the latter is still only partially occupied).

4. At present the “Business” zones along Route 3A are available for and used by both industry and development. The businesses involved are generally of the roadside type, oriented to transient rather than local use. Recently, however, a large retail shopping center known as Cushing Plaza has been developed just south of Beechwood Street.

Future Business Areas

The major features of the Proposed Zoning District Map as they apply to such areas and the underlying considerations are as follows:

1. In the Cohasset Center business district, it is proposed to divide the present nonresidential zone into one large “Business” zone and two smaller “Commercial” zones on its periphery. This would perpetuate the natural and desirable separation which now exists between retail business and distribution uses (such as lumber yards). The total area to be zoned for commerce (of one form or the other) is somewhat larger than at present, primarily through extension of the zone west of the railroad tracks to the west, which should be developed in accordance with the general plan accompanying the Town Center section of this report.

Expansion of the business district to the north, south, or east is not recommended under any circumstances, for reasons set forth in detail in the full technical report.

2. In the Cohasset Harbor area, the plan proposes a small “Business” zone at the intersection of Border and Margin Streets on the east side, and an elongated “Commercial” zone near the Gulf on the north side of Border Street. This division should also continue the natural separation between retail business or service and non-retail uses (such as boat yards). The existing business zone on the west side of Border Street (between Elm and Summer Streets) would be changed to residence, consistent with the plan for including this area in the proposed Jones Brook Reservation.

3. The small neighborhood business zones at North Cohasset and Beechwood are recommended for retention in their present location and extent (although they should be placed in the “Business” classification under the new plan, rather than kept open for industry, amusements, etc., as at present). No wholly new neighborhood business zones are considered to be necessary, even for ultimate development of the Town.

4. On the proposed plan, two of the nonresidential areas fronting on Route 3A are classified as “Business,” in contradistinction to “Commercial.” These are areas which are already devoted to business establishments or which, by virtue of closeby homes, should be subject to greater zoning restrictions than would prevail in the latter type of District.

The larger of these two areas—the one along Route 3A south of Beechwood Street—also warrants protection as a developing retail shopping area. Here, storage yards, open-air amusements, etc., would be harmful to the new stores and shops, most of them of Colonial architecture.

No extensive increase in the length of highway frontage zoned for commerce is here proposed. However, as an alternate to more business frontage, the use of land adjacent to the highway for new homes is by no means unfeasible. While it may not always be desirable to face houses directly toward the highway itself, there are numerous instances in Cohasset and elsewhere of development streets and houses perpendicular to the road, and this pattern should be encouraged. An even better arrangement is to provide a strip of public land between the houses and the highway as a buffer, such as now exists at the Veterans’ Housing project. This method of insulating homes from the highway could be followed in private developments, with voluntary dedication of the buffer strips to the Town or State.

Cushing Plaza Shopping Center on Route 3A
INDUSTRIAL LAND

Existing Areas

The major industrial locations in Cohasset at present may be described briefly as follows:

(1) On Route 3A north of Sohier Street is located the Town's principal industrial plant, engaged in the manufacture of electronic equipment and components. This facility occupies a large tract of land having only nominal frontage on the highway itself. In addition, several small distribution establishments are located close to the highway in this same general area, although these are mixed with a few transient-oriented business uses.

(2) At the north end of the Cohasset Center business district is a cluster of storage, distribution and service uses. These have an industrial character as far as their physical appearance and function are concerned—and, in any case, are not primarily shopper-oriented.

(3) In the Cohasset Harbor area—on Border and Parker Streets—are located two substantial industrial establishments: one a boat yard, the other a manufacturing plant.

(4) On South Main Street, at the Scituate town line, is located an annex of the industrial plant on Route 3A. However, unlike the industrial locations listed above, this one is zoned for residential use.

Future Industrial Areas

As already discussed, the Proposed Zoning District Map classifies some of the areas now zoned for business into a "Commercial" district. Under the proposed regulations accompanying this map, the latter zone would, in reality, be a light industrial zone. However, the name "Commercial" has been selected to indicate that the zone would not be exclusively for industrial uses—that it could be used for various kinds of retail, wholesale and general business operations as well.

The major features of the proposed plan, as they apply to such areas, are as follows:

(1) The industrial area on Route 3A north of Sohier Street is recommended as a "Commercial" district, with a substantial increase in depth of the zone on the west side. The extra vacant land included is as well suited to industrial use as the occupied area immediately to the south and would provide ample space for several additional large plants. This zone, as a whole, could be privately developed as an "industrial park," with no detriment whatever to residential neighborhoods. It is almost completely cut off from the rest of the Town by public lands and the railroad. And if the proposed new Cohasset access highway is built beginning on Route 3A at this location, the zone would have an unusually high degree of accessibility.

(2) Further south on Route 3A, between Brewster Street and the Scituate town line, it is recommended that the existing non-residential zone be classified "Commercial," as shown on the Proposed Zoning District Map. (The portion near the Beechwood Street intersection should be zoned for "Business" to be consistent with the uses now there, and to give nearby homes the maximum protection.) Although it is doubtful if large new industries would have either the desire or the space to establish here, the area is suitable for small establishments of the type not allowable in Business zones (such as storage buildings, distribution plants, open-air sales lots, etc.). In any case, the area is already of a mixed commercial character. Boundaries should be changed as shown on the map to coincide more closely with existing uses and follow natural barriers.

(3) The industrial area at the north end of the Cohasset Center business district is proposed as a "Commercial" district to recognize existing uses. Also, a minor extension of the zone to the north along the railroad track is proposed. This could best be developed in connection with the recommended new access highway. The area at the south end of the Center business district along the railroad (behind Main Street) is also proposed as a "Commercial" zone to allow for new distribution and similar uses close to but not in the trading center.

(4) The areas zoned and partially used for industry on Border and Parker Streets are proposed as "Commercial" zones (instead of "Business" as at present) to coincide more closely with proposed non-residential uses under the long-range Harbor plan. No change in boundaries is suggested.

<table>
<thead>
<tr>
<th>Location of commercial uses</th>
<th>1959 total valuation of commercial real estate (rounded to nearest ten thousand)</th>
<th>Per cent of valuation to Town-wide total of all real estate (including residence)</th>
<th>Per cent of commercial real estate only (including farms)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cohasset Business Center</td>
<td>$330,000</td>
<td>2.5%</td>
<td>37%</td>
</tr>
<tr>
<td>Route 3A: Major Industrial</td>
<td>260,000</td>
<td>1.9%</td>
<td>24%</td>
</tr>
<tr>
<td>Route 3A: All other Commercial</td>
<td>150,000</td>
<td>1.1%</td>
<td>15%</td>
</tr>
<tr>
<td>Remainder of Town (including Harbor Area and North Cohasset)</td>
<td>$1,010,000</td>
<td>7.7%</td>
<td>100%</td>
</tr>
</tbody>
</table>

17
CIRCULATION PLAN

STREET CLASSIFICATION

Types of Streets

The streets of Cohasset—both existing and future—may be classified into various types, according to the amount of traffic handled and the function that they serve or will serve in the overall system. Specifically, the streets that are lightly traveled and serve primarily to provide frontage or access to abutting property may be designated as "minor local streets" (e.g., Parker Avenue, Oak Street). Others that are more heavily traveled and serve to connect one part of Town with another or with adjacent towns may be designated as "major streets" (e.g., Atlantic Avenue, Border Street), or where even more heavily traveled, as "arterial or primary streets" (e.g., Route 3A).

Between the minor and major streets—in traffic and function—are many streets with moderate volumes which serve primarily as connectors between the major streets or as feeders of local traffic onto them. These may be designated as "secondary streets" with a subclassification of "through secondary streets" where serving as connectors (e.g., Forest Street, Beach Street), or of "collector streets" where serving as feeders (e.g., Pleasant Street, Cushing Road).

Traffic Volumes

In the detailed Circulation Plan report, a map was presented showing in broad categories of volume the flow of cars on Cohasset's streets during the year 1959. Volume figures were based upon counts recently made by the Massachusetts Department of Public Works projected to date, supplemented by numerous sample counts in the field by planning personnel during that year.

Projections were also made for the increased traffic flow anticipated in Cohasset by the end of 1980. In general, an annual increase of about two and one-half percent over present volumes is expected, which, for a twenty-year period, would mean a gross increase of fifty percent. This may be exceeded on some streets (especially those serving potential development areas) and not reached on others. In a few instances, the diversion of traffic away from existing streets by new streets proposed in this study may preclude any substantial increase.

Volume Classification

Although there is not always a complete correlation between traffic volume and street function, the following rough categories of existing and future volume have been used in classifying the streets in Cohasset's town-wide system. These figures refer to the average number of cars and trucks in both directions within a twenty-four hour period.

<table>
<thead>
<tr>
<th>Average Daily Volume of Traffic</th>
<th>Street Classification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 400</td>
<td>Minor Local</td>
</tr>
<tr>
<td>400-1500</td>
<td>Collector or Through Secondary</td>
</tr>
<tr>
<td>1500-6000</td>
<td>Major</td>
</tr>
<tr>
<td>Over 6000</td>
<td>Arterial or Primary</td>
</tr>
</tbody>
</table>

FUTURE STREET SYSTEM

There are several new streets, or important street relocations, needed in Cohasset in the foreseeable future to supplement the present street system and to provide adequate routes for through traffic and/or intra-town movement. These new or changed streets are shown diagrammatically on the accompanying map, entitled "Future Street System," and described briefly below.

New Primary and Major Streets

The following new through streets or relocations, shown on the accompanying plan, are specifically recommended. These streets, the first being classified as "primary," and the others as "major," would normally require and justify construction by the Town, County, and/or State jointly as public ways.

(1) New Access Highway from Route 3A to Center

This new road would extend from the curve on Route 3A near Forest Street easterly along the railroad to the Center, then curve south to merge with Spring Street (where it crosses the tracks), and finally join with South Main Street opposite Summer Street. (The portion of the road near the Center is shown at a larger scale on the "General Plan - Cohasset Center and Vicinity" accompanying the section of this report on the Town Center.)

Together with proposed spurs to North Main Street, Jerusalem Road, and Elm Street, this new highway would distribute Route 3A traffic from the north to all parts of Town east and south of the highway (and collect traffic in the reverse direction). Lying between Schoier Street and North Main Street, as recommended, it would supplement these two inadequate, heavily traveled streets with one new route of adequate width and alignment. (In fact, if a new route of this type is not provided, it will only be a matter of time before the two other streets become extremely congested and dangerous. Both pass through residential areas, and Schoier Street also passes two elementary schools.)
The new Access Highway would also serve as a Center by-pass. At present, most of the traffic between the Harbor and points west, and between points north and south of the Center, all converge on the section of Main Street between Elm and Scholer Streets. With the new spur to Elm Street, this highway would carry all of the through traffic around the Main Street bottleneck with no greater travel distance.

It is contemplated that this new highway be laid out on a wide right-of-way of from 60-80 feet. This layout should be made as soon as possible, and in advance of construction, to protect the route against being blocked by future private development. It is recognized that the central portion of the route passes through a swampy and wet area, where foundations will be difficult. However, savings on land acquisition costs should offset increased construction costs. Moreover, even if construction costs prove to be higher than contemplated, the eventual alternative of substantially widening both North Main and Scholer Streets would undoubtedly cost more.

A possible modification of the plan would be to shift the location of the new highway onto the present right-of-way of the Old Colony railroad, if and when the latter becomes available. If this could be done, it is recommended that the highway continue along the railroad south of the Center to the Scituate line, rather than merge with South Main Street. However, as discussed in the Town Center section, the highway should diverge from the railroad route past the Center for a short distance (i.e., run to the west) to improve its alignment and to maximize the area available for business use within the central loop of streets.

(2) Relocation of Jerusalem Road west of Black Rock Road.
(3) Relocation of Jerusalem Road near Nichols Road.
(4) Relocation of Atlantic Avenue near Beach Street.

These relocations involve new rights-of-way (and eventually new construction) to by-pass sections of existing street which now have inadequate width and alignment. A similar relocation has already been laid out (but not built) on Atlantic Avenue just south of Sandy Beach.

Atlantic Avenue and Jerusalem Road, together, provide a major circulation route along the shore. While the average daily volume of traffic on this route ranges only from 1800-3300 cars, this volume rises substantially in summer. Also, with additional residential development along this route, and particularly with new side streets being built perpendicular to it, these volumes will increase greatly.

While street "improvements" here may be questioned as helping or encouraging the "Sunday driver," it should be recognized that: (a) heavy traffic already exists and will increase, and (b) much of the alignment and roadway width is inadequate to safely accommodate this inevitable increase.

(5) Jerusalem Road-Scholer Street cross-tie.

This involves laying out, and eventually constructing, a new street between the proposed new Access Highway (along the railroad) and Jerusalem Road at the curve near Red Gate Lane, crossing North Main Street en route.

This street, together with the new highway would: (a) allow traffic between Jerusalem Road and areas south of the Center to by-pass the business district, (b) provide a direct connection for traffic between the Jerusalem Road-Nichols Road area and Route 3A, avoiding the dangerous complex of intersections and offset routes now followed, and (c) by-pass the narrowest section of Jerusalem Road—the one most difficult to widen (as would otherwise be necessary).

(6) Beechwood Street cross-tie to Scituate.

This contemplates a new street running from Beechwood Street, at the curve just below King Street, south into the Town of Scituate.

The State is considering a new east-west access highway between the Southeast Expressway and Route 3A. It is expected that the route to be provided, it seems appropriate that it be built within the Town of Scituate, rather than Cohasset. A substantially greater population, both year-round and seasonal, would be directly served, as would the proposed Strawberry Point State Park, also in Scituate. A completely separate east-west tie for each Town seems unjustified, especially if the Scituate connection could be located close enough to Cohasset's boundaries so that a short spur off the route would give the Town its own ready access.

This new street in Cohasset, here being discussed, would join with that cross highway (as a spur connector), and give Cohasset direct access to it, and thence to the Expressway. It is recommended that the precise layout of this street be deferred until plans of the State become crystallized. However, in the meantime, protection might be given to its opening off Beechwood Street (by establishment of exterior lines or otherwise), since this is the logical take-off point in any case. Also, even if this through street never materializes, a secondary collector street opening up the undeveloped area south of Beechwood should follow the same general alignment.

New Through Secondary Streets

Several new through secondary streets are specifically recommended, as shown diagrammatically on the accompanying Future Street Plan. These streets are needed as connectors in the overall system (rather than primarily as feeders in potential development areas). However, with the exceptions of the Beechwood and Brook Street Extensions, they would, at the same time, provide substantial buildable frontage. They could therefore either be built by the Town as funds were available, or by private developers as the land through which they passed was subdivided.
If the former action is to be taken, consideration should be given to partial recovery of costs through betterment assessments, justified by the frontage created.

(7) Extension of Beachwood Street into the Ammunition Depot property.

This is not proposed as a major east-west highway, but rather as a desirable and logical extension of the local secondary street system, merely following the alignment of a secondary street which previously existed. It would provide the same kind of connection between portions of Hingham and Cohasset as formerly existed and would give access to the interior of the Ammunition Depot property when developed as a recreational area (as here proposed).

(8) Lambert's Lane extension to Nichols Road, with branches to North Cohasset and Atlantic Avenue.

This involves projecting Lambert's Lane easterly (from its present end at the Golf Club), across Forest Avenue to intersect Jerusalem Road opposite Nichols Road, and to provide two spurs from this road, one to North Cohasset following the right-of-way known as Cemetery Road and the other along Richardson's Brook to intersect Jerusalem Road about 700 feet south of Atlantic Avenue.

This road with its branches would: (a) provide an alternate east-west route to Jerusalem Road for local traffic, thus reducing volumes on the latter, (b) connect the ends of several of the now dead-end streets off Jerusalem Road, thus providing an alternate means of access into these developments, (c) provide direct access to the proposed new elementary school on Forest Avenue from the east and west portions of its potential service area (avoiding the necessity of all travel being over the more devious and dangerous route provided by Jerusalem Road), and (d) provide a more direct route to North Cohasset for fire apparatus from the Central Station (important whether or not the North Cohasset Station is retained).

(9) Jason Road extension across Highland Avenue to Beach Street.

This involves a new street from Highland Avenue, opposite Jason Road (which is the short street along the edge of the lily pond), curving northerly to intersect and merge with Beach Street on the curve about 1,000 feet east of the Common. (This is shown at large scale on a plan accompanying the section of this report on the Town Center.)

This road would: (a) provide a direct connection for traffic between Atlantic Avenue and points west and south (including Sandy Beach traffic), (b) tie the Atlantic Avenue area directly to the proposed new Cohasset Access Highway, and (c) by-pass the more densely built-up western end of Beach Street and its intersection with Highland Avenue (and thus avoid an eventually needed widening there).

(10) Brook Street extension across Main Street to new highway.

This involves changing the present municipal parking lot driveway opposite Brook Street into a full-fledged street, widening it so as to easily accommodate two-way traffic, and projecting it across the present railroad tracks to join the proposed new Access Highway. Its purposes are discussed in the section of this report on the Town Center.

(11) Future Road to new Beach.

This is a proposed new secondary street leading from Otis Avenue (off Border Street) through portions of Scituate to Basking Beach. The latter is recommended for eventual development for local swimming (only) in conjunction with the Town of Scituate. This is discussed in more detail in the Harbor Plan portion of this report.

New Collector Streets Desirable with Development

Certain additional secondary streets are recommended to collect traffic from new or existing development areas and conduct it to appropriate major streets. In some cases, the proposed streets would be merely extensions of existing collectors, presently incomplete. In other cases, they would follow wholly new locations. These are shown as "collector streets" on the accompanying Future Street Plan.

With few exceptions, these streets would be privately built by the various subdividers when and as the areas through which they pass are developed. They need not follow precisely the location indicated. However, the Planning Board, through its subdivision control, should require that appropriate portions of these streets (within the individual developments) have such continuity and width as will eventually add up to the general routes shown. These streets include:

(12) Collector Streets between Jerusalem Road and Lambert's Lane extension.

At present, the street pattern here is a series of dead-end streets perpendicular to Jerusalem Road. If the Lambert's Lane extension is to be fully effective, the traffic generated within the various developments must have direct outlets onto this street. Also, by connecting with some of these dead-end local streets, the new collectors will allow better internal traffic circulation, fire apparatus access, and water main looping.

(13) Collector Streets in the Elm Court-Stockbridge Street area.

This residential area lacks good vehicular circulation. Some of the streets are dangerously narrow, steep, etc. It is believed that the situation can be substantially bettered by eventually developing collector streets as shown, which would eliminate dead ends, provide alternate routes, improve fire access and generally open up the area. Some of these changes would warrant and require Town action.
New Minor Local Streets

Most future local streets will be privately built as their areas develop, and do not need advance determination as to location, since their principal function is to supply frontage only. However, a few new or enlarged local streets required in Cohasset in order to fill existing gaps, extend unfavorable dead ends, or otherwise improve the present local street network. These are also shown diagrammatically on the accompanying Future Street Plan.

Rights-of-Way Width

Most of the existing streets in Cohasset, both public (accepted) and private (unaccepted), run along rights-of-way which are laid out by plan or deed with a determinable width between opposite properties. On the public streets, the width of these rights-of-way varies from less than twenty to more than one hundred feet, and on the private streets, from ten to fifty feet. In some cases, the actual roadway (pavement, or pavement plus shoulders) occupies nearly all of this width; in others, there is space on one or both sides of the roadway.

The desirable minimum right-of-way widths suggested for Cohasset’s streets are given in the full technical report, and range from a minimum of forty-two feet for the most lightly traveled minor streets to sixty feet for major streets (and to seventy feet or more for primary or arterial streets).

Justification for the forty-two-foot minimum, and for greater widths as traffic flow (and street classification) increases, lies in the several different uses to which a right-of-way is put. These are: (a) The road itself, as a substitute for the shoulders where provided as a substitute for full pavement width. (b) Grass, for visual clearance, tree planting, snow storage and separation between sidewalk (if any) and roadway. (c) In some areas, one or more sidewalks which (even though not needed now) should have space available. (d) Space for culverts and other drainage ways, and, in some locations, for guard rails. (e) In rough terrain, space for inclusion of slopes within sections of cut and fill.

The actual right-of-way width for each existing street in Cohasset which is classified as secondary or higher (plus a few local streets in key areas) has been determined and compared with the desirable width for its particular class. This analysis has indicated a large number of deficiencies, all of which have been examined in the field. In view of the practical difficulty of widening existing rights-of-way, only the most deficient streets are here specifically recommended for action.

The right-of-way widenings specifically proposed at this time are listed in the table on the following page. Not all of the streets proposed for a right-of-way widening can, as a practical matter, be brought to the full standard width for their type, but they should be brought as close to that width as feasible, balancing adequacy against cost and property damage.

Moreover, although the right-of-way widenings should be made as soon as possible (to minimize costs), the actual physical widening of roads, shoulders, etc., may well be deferred until funds are available. In some instances, as along Jerusalem Road, such deferral would help to permit a gradual change in walls, fences, trees, etc. On the other hand, widening of the right-of-way now would insure that the physical changes could later be made within the public grant, and would also be an advance expression of public intent.
### LIST OF EXISTING STREETS IN COHASSET
**RECOMMENDED FOR A GENERAL RIGHT-OF-WAY WIDENING**

<table>
<thead>
<tr>
<th>Street (or portion)</th>
<th>Classification under future street plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. South Main Street (from near Beechwood Street to near Summer Street)</td>
<td>primary</td>
</tr>
<tr>
<td>2. South Main Street (small portion north of Summer Street)</td>
<td>primary</td>
</tr>
<tr>
<td>3. Margin Street (entire)</td>
<td>major</td>
</tr>
<tr>
<td>4. Summer Street (entire)</td>
<td>major</td>
</tr>
<tr>
<td>5. Jerusalem Road (portions not relocated or bypassed)</td>
<td>major</td>
</tr>
<tr>
<td>6. Atlantic Avenue (between Jerusalem Road and relocation at Nichols Road)</td>
<td>major</td>
</tr>
<tr>
<td>7. Atlantic Avenue (between Margin and Beach Streets)</td>
<td>major</td>
</tr>
<tr>
<td>8. Border Street (east of Parker Avenue)</td>
<td>major</td>
</tr>
<tr>
<td>9. Main Street (on east side between Depot Court and Elm Street)</td>
<td>through secondary, with angle parking</td>
</tr>
<tr>
<td>10. Depot Court-Pleasant Street (adjacent to business center)</td>
<td>through secondary, with angle parking</td>
</tr>
<tr>
<td>11. Lambert's Lane (entire)</td>
<td>through secondary</td>
</tr>
<tr>
<td>12. Beach Street (east of new Street to Jason Road)</td>
<td>through secondary</td>
</tr>
<tr>
<td>13. Schofer Street (west of railroad)</td>
<td>through secondary</td>
</tr>
<tr>
<td>14. Elm Court</td>
<td>collector</td>
</tr>
<tr>
<td>15. Cushing Road (entire)</td>
<td>collector</td>
</tr>
<tr>
<td>16. Stockbridge Street</td>
<td>minor local</td>
</tr>
<tr>
<td>17. Highland Avenue Extension (from Jason Road to Highland Court)</td>
<td>minor local</td>
</tr>
</tbody>
</table>

### Curvature and Alignment

As with other elements of street design, there are customary standards for maximum street curvature, against which existing and proposed streets may be compared. The particular standards recommended for Cohasset are also given in the full report. In general, as volume of traffic increases, the recommended maximum degree of curvature (i.e., sharpness) decreases.

All curves on Cohasset's streets that are classified as secondary or higher (on the Future Street System plan) were examined in the field to determine which were sharper than desirable, and what could be done, if anything, to ease them. In some cases, an excessive curve could be eased within the existing right-of-way by a slight shift in roadway, thus requiring no change in overall layout or any other advance planning action. In a few other cases (as along Jerusalem Road and Atlantic Avenue) a curve could be bypassed through a relocation already proposed. In still other cases, a minor shift in right-of-way would be needed, but the curve lay along a right-of-way already recommended for a general widening (as on Summer Street). In such instances, if widening and realignment are combined in one operation—as would be normal engineering practice—no separate action to change the right-of-way at these curves need be taken.

It is considered that if the relocations and new streets shown on the Future Street Plan are built and if the right-of-way widenings listed on this page are executed, Cohasset's deficiencies in street alignment will be satisfactorily corrected.

### Street Intersections

The arrangement of streets at intersections involves so many variables that no hard and fast standards can be set forth; each case is a matter of individual design, with consideration being given to available space, traffic flow, visibility and general safety.

However, several principles of design may be stated, against which existing and proposed intersections in Cohasset were evaluated: 
(a) Streets should be located to intersect as nearly as possible at right angles.
(b) Alignment should be as continuous as possible in the direction of predominant flow.
(c) Streets entering opposite sides of another street should be either directly opposite one another or have a substantial offset.
(d) The intersection of more than four streets at one point should be avoided, but if occurring, each such multiple intersection should be provided with either a rotary or an individually designed system of islands and traffic lights.

Certain existing intersections in Cohasset are specifically recommended for improvement in the near future, as follows:

1. Forest Avenue-Jerusalem Road Intersection
2. Spring Street-South Main Street Intersection (opposite library)
3. Brook Street-Main Street Intersection
4. Depot Court-Main Street Intersection
5. Summer Street-Border Street Intersection

It is beyond the scope of this study to design the detailed improvements. However, the plans accompanying the section of this report on the Town Center do show in a general way how several of these intersections might be changed.
SCHOOL SYSTEM PLAN

INTRODUCTION

Background

The portion of the General Plan dealing with the schools of Cohasset has been prepared by the Educational Service Associates of Medford, Massachusetts, in conjunction with the town planning consultant. A separate report, dated October, 1959, and entitled "Public Educational Facilities, Cohasset, Mass.," has already been presented to the Planning Board.

Because two years had elapsed since the full report was published, the additional consultants were asked to make a review of its provisions in the light of conditions as of October, 1961. No substantial deviation was found in the predicted pattern of community growth or of school enrollment, and all of the recommendations of the 1959 report were endorsed in their original form.

Prediction of School Enrollments

The full report contains detailed forecasts of school enrollments through the year 1970. In addition, it predicts long-range or "ultimate" enrollments for the indefinite future date when the Town is nearly all built up.

In justifying such consideration of "ultimate" needs, the report states that in planning for the future of a growing school system, it is important to work both forward and backward. On one hand, the needs of the immediate future must be developed by projecting ahead on the basis of what already exists. At the same time, it is highly desirable to look way ahead to the time (even though the date is not predictable) when the community will be fully developed, and to establish a pattern of facilities that will adequately serve those distant needs. It is then possible to make immediate moves to insure the availability of land as needed for the ultimate pattern, and to develop each step of school construction so that it will fit into that pattern. It must also be remembered that the expected life of a school building is from 50 to 75 years. Thus relatively new buildings in Cohasset will be in use certainly at the turn of the century, and probably at the time the community is fully developed.

EXISTING BUILDINGS & SITES

The Existing School Plant

Three buildings comprise the Cohasset Public Schools as listed in the following table.

<table>
<thead>
<tr>
<th>School</th>
<th>Year Built</th>
<th>Enlarged Year</th>
<th>Site</th>
<th>Max. Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jr.-Sr. High S.</td>
<td>1951</td>
<td>1959</td>
<td>22a.</td>
<td>600</td>
</tr>
<tr>
<td>Joseph Osgood S.</td>
<td>1926</td>
<td>1972</td>
<td>3½a.</td>
<td>400 (14 rooms)</td>
</tr>
<tr>
<td>Deer Hill School</td>
<td>1955</td>
<td>1962(f)</td>
<td>50a.</td>
<td>220 (2 Kindergartens)</td>
</tr>
</tbody>
</table>

Cohasset High School

The Junior-Senior High School building, a modern fire-safe structure, is located on Bear Hill, one of the highest points in the Town. Although two stories high in the academic areas, its relatively open design permits further expansion if a single six-grade secondary school is to be continued. The present arrangement permits both junior and senior high programs to operate with a minimum of contact between the younger and older pupils. Any expansion of this unit must be planned with care, however, if this dual function is to be provided for with common facilities accessible to both. Pending detailed study, it is assumed that the special facilities will be adequate and that only general classrooms should be necessary to care for a reasonable increase in pupil capacity. As noted below, the size of the existing site is the principal restrictive factor in any expansion at this location.

Deer Hill School

The building is a good example of contemporary single-story elementary school construction. It is located on an adequate site away from commercial and industrial areas. Its twelve 800-square-foot classrooms and special facilities currently house the upper elementary grades. Again, its open design will facilitate the addition of more classrooms as they are needed economically and with a minimum of alteration in the present structure.

Joseph Osgood School

This School (formerly the Ripley Road School) is the oldest of the three units now in operation. Despite a site grossly inadequate in size, it was enlarged as recently as 1950 and certainly should not be added to again. In fact, a reduction in capacity would be desirable as other facilities for pupils thus displaced become available. This building currently houses kindergarten and primary grades, is centrally located with regard to pupil residences and will continue to be used for some years to come. Continuing attention should be given to the interior arrangement with view to providing greater areas in certain of the classrooms and for special facilities.

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SECONDARY SCHOOL NEEDS

The Secondary School Pattern

The predicted ultimate secondary school enrollment (1350-1500 in Grades 7-12) is such that it can be effectively housed in a single six-year unit or in two units, one a junior high school and the other a senior high school. The usual pattern with a total enrollment of this magnitude appears to be that involving two separate units, but there are no overwhelming arguments against a single unit. The case in Cohasset seems to depend more upon the adequacy of the site than any other single factor.

For a six-year secondary school with 1350-1500 pupils it will be necessary to provide facilities which will make separation of the age groups both in the total building and on the site more distinct than with a smaller enrollment. With the exception of the fact that there are a number of facilities which can be jointly used, the total result will be, in a way, the same as having two school units on the same site. This makes it all the more necessary to have a sufficiently large site, and the present twenty-two acres (including Milliken Field) will not be sufficient. Accordingly, the possibility of planning to house the six grades of secondary school pupils in a single unit indefinitely depends upon the possibility of increasing the size of the present site.

On the other hand, the choice of two separate secondary school units would require the selection and acquisition of a second centrally located site presumably somewhat larger than the one now existing.

Secondary School Site Enlargement

Since joint use of one site and joint use of one building, even though constructed with two somewhat separate parts, will be substantially less costly than the construction and operation of two separately located units, there is a presumption in favor of trying to make the existing site much larger, even at considerable present expense.

Fortunately there is land still vacant adjacent to the present site in several directions. Although this land is generally sloping and wooded, and would be somewhat more expensive to develop either for the location of future additions to the building or for other site use, the ultimate savings possible with a single six-year school on one site should more than make up for any grading and engineering costs involved.

The necessity, then, for the continued long-range dependence upon a single secondary school location is the acquisition of all the land not yet owned by the Town in the area bounded by Pond Street, Bancroft Road, Pleasant Street and Reservoir Road except what must be reserved around the reservoir and for house lots for houses already existing within this area.

Enlargement of the Secondary School Building

Clearly, from an economic standpoint, the Town need not be expected to have to commit itself to a second, separate secondary school in the decade ahead.

Elementary enrollment in 1961 is close to that projected in 1959 (30 pupils less than estimated), so that grade 7-12 enrollment is still expected to be from 800-900 pupils in 1970. Consequently, the recommended continuance of the six-grade secondary school, with modification of the present plant to handle 900 or possibly 1,000 students within the near future, is confirmed. Such enlargement should cost in the vicinity of $500,000 and be scheduled for 1965-66.

As the number of pupils increases, the operation of two separate programs (junior and senior high) in one enlarged structure will demand more of the administrative and teaching staffs, but should be offset by the advantage of sharing special facilities and teachers with particular talent and experience.

ELEMENTARY SCHOOL NEEDS

The Elementary School Pattern

For the predicted ultimate elementary school enrollment (1500-1600 in Grades 1-6), a pattern of either four or five elementary schools would suffice. Since the two existing schools are located near the center of the community, it is inevitable that the future units be divided between the north and south sections. As the Town develops, and as these schools are constructed (each perhaps beginning with small units that will later be enlarged), the boundaries between attendance districts will be set up from time to time in accordance with the changing pattern of residential development.

While it is not possible to predict the ultimate attendance district lines nor the exact number of school children who will live in a given neighborhood at any given time, nevertheless the location of areas which can be developed for residences, the major road network, and the location of the existing elementary schools indicate the necessity for one future elementary school in the northern portion and at least one and preferably two such schools in the southern portion. Of the latter two, one may for a time, or perhaps always, be a small school used for the lower grades only.

New North Elementary Site

It may be expected that the school in the northern portion of the community will take care of the eventual needs of the area north of North Main Street and west of Red Gate Lane and that portion of Jerusalem Road south of its junction with Atlantic Avenue. The best location for a site for this school appears to be wall up Forest Avenue on its west side. From twelve to fifteen acres should be acquired just to the north of the
area owned by the G.H. Mealy Post of the American Legion. This land, while wooded, is less rough and shows less surface outcropping of ledge than the land owned by the Legion and should be somewhat easier to develop in placing the school close to Forest Avenue. The suggested site is shown on the accompanying map of "School Sites" as Site "A."

Much of the western portion of Cohasset is devoted to public use; hence, no elementary school site is contemplated in this sector. The two existing centrally located elementary schools may be expected to serve the residents south of North Main Street generally close down to Lily Pond and Pond Street, those along and east of Red Gate Lane and that portion of Jerusalem Road south of its junction with Atlantic Avenue, and those north of Cohasset Harbor. These dividing lines are, of course, only general descriptions of what may be expected to be eventual attendance districts. As the years go by, they will be established at convenience in accordance with the feasibility of transportation routes and the rate of residential development of the various areas.

New South Elementary Sites

For the area to the south of Lily Pond, Pond Street, and Cohasset Harbor, it is suggested that two elementary school sites be acquired. One of these should be within the area bounded by South Main Street, Pond Street, Route 3A, and Beechwood Street. Here there can be some choice made locally after further engineering study with preference in this report going to the area east of Walnut Hill and north of Beechwood Street and the Hammond Avenue area. While this land is somewhat lower than might be desired, it is relatively flat and free of ledge outcroppings and has sufficient higher area for building. The developing road network makes this choice preferable, and access can be arranged from both Beechwood and Main Streets.

Alternatively, the necessary twelve to fifteen acres for this site could be secured just south of Summit Rock with direct access from Pond Street to the west of the Rock. Eventually, of course, for any site in this area, roads will come to it from several directions. These locations are shown on the map as Site "B" and "B (alternate)," respectively.

The second southerly elementary school site should be located west of Route 3A. This site also should have from twelve to fifteen acres although the school unit may, for a long time, be restricted to lower grades. Amaudly it may be expected that, of the possible three additional elementary schools, this will be the last one erected. On the other hand, if by chance any of the area in Cohasset now used by the Ammunition Depot should become available for residential development, this school may include all elementary grades. The suggested location is south of Beechwood Street and west of Mill Lane. This area, in the rear of several homes, is largely rolling fields. The site is shown on the accompanying map as Site "C."
Expansion of the Deer Hill School

Additional elementary school rooms should be provided in the Town as soon as possible, the first step being the immediate addition of schoolrooms at the Deer Hill School. The 1959 report recommended the addition of four classrooms only. Since the other proposed new schools will be needed in any case, a somewhat better long-range distribution of classrooms would be had if the Deer Hill School were kept as a two-section school (with two rooms of each grade).

Recently, however, plans have been prepared for an addition of seven general classrooms, a science room and a library. Since the site is adequate, the enlarged school would not be aware of the building's needs to 1969-70. This will be particularly true if the number of elementary pupils at that time is fewer than the forecast, as suggested by the 1961 enrollment figures.

The cost of this addition was estimated by the school consultants to be $330,000, including $30,000 in contingencies. Subsequently, this figure was entered in the Capital Budget at $300,000 on local advice that the addition could be built and equipped for such an amount.

The Future of the Joseph Osgood School

This school, previously known as the Ripley Road School, is described in considerable detail in the 1959 report, which recommends a specific program of renovation and upgrading. Since the site is still limited (3 ½ acres) any opportunity to reduce the pupil capacity should be seized upon. Thus, continued renovation might well be at the expense of losing a classroom or two.

The Proposal for a "Middle School"

A recent suggestion that relief at both levels should be provided by the establishment of an "intermediate" school for Grades 6-8 or possibly 5-8 is not at all inconsistent with current educational practice and thought. However, it is felt that this proposal is premature—unless more compelling arguments can be mustered for it—and that such a unit, if still desired, should follow the final expansion and occupancy of the present secondary school as referred to above.

Additional Elementary School Facilities

Plans should be prepared in the near future for a new elementary unit (or possible "middle" school) to be built about 1970 on a new site. The initial unit would probably contain four to perhaps seven rooms (including Kindergarten), and would form the basis of what will eventually be a two-section school. Preference in this recommendation is given to Site "B" (between Pond Street and Beechwood Street), since it will be easier to assign it an attendance district that will make possible full class sections.

ADMINISTRATION & PROGRAM

Facilities for the Superintendent & His Staff

The housing of the Superintendent's office in a school building is for several reasons considered generally poor practice. His present location in the High School was logical when he held the combined position of Principal-Superintendent, but this is no longer the case. The space he now occupies can be put to immediate use by the secondary school. The renovation of the Bates Building for central school administration would in many ways be ideal (as proposed in the section of this report on Other Public Buildings).

Since this facility is not immediately available, it is recommended that a classroom with temporary partitions, either at Deer Hill or Joseph Osgood, be adapted to this need. The space selected should, of course, be located away from the principal's suite and preferably have direct access to the outside, in order to minimize the real or imagined interference between the two functions.

The Recommended Plan

In summarizing the items to which Cohasset should give earliest attention for the welfare of its schools, one finds that the immediate emphasis must be on site acquisition. The first new construction should be elementary school classrooms. The recommended steps in the next few years are as follows:

(1) Immediate action in the acquisition of:

(a) Sites "A," "B," and "C" for future elementary schools. (See accompanying map.)

(b) All vacant land adjacent to the presently existing high school site.

(2) Permanent abandonment of the plot on Elm Street, which was the site of the Osgood School, as far as school purposes are concerned.

(3) Immediate addition of classrooms to the Deer Hill School. (Four are recommended, but more would be acceptable.)

(4) By 1965-66, enlargement of the secondary school to house 900-1,000 pupils.

(5) By 1970, construction of a new elementary school unit (or "middle school") of from 4-7 rooms on a new site.

(6) If and when the need for special classes is established, provision of special additional facilities as required.
PARKS AND RECREATION PLAN

INTRODUCTION

The portion of the General Plan study dealing with parks, recreation and public open areas has been published in a separate report, entitled "Town of Cohasset, Massachusetts - Report on Recreation and Public Open Areas." It was prepared by Shurcliff and Merrill, Landscape Architects and Town Planners of Boston, Massachusetts, in conjunction with the Planning Board's consultant, and has been fully integrated with the overall plan. The most significant sections of that report are quoted or summarized below. The full report also contains an appraisal of existing recreation programs and recommendations for their improvement and coordination.

RECREATION STANDARDS FOR COHASSET

General

In developing a plan for recreation and public open areas for Cohasset, it is not always possible or wise to adhere to the standards established by the National Recreation Association. This is particularly true, for example, in the Little Harbor section of the Town where there is now (and if present zoning is continued will always be) low density development. Large lot zoning does not eliminate the need for recreation facilities, but does make it necessary for children and adults to travel a greater distance to reach these facilities. Thus, it is advisable to modify the standards which have been developed for more densely populated urban areas.

The standards applied hereinafter for Cohasset have been developed by the recommendations of the National Recreation Association where applicable, and in other areas modifying them to meet both the existing and estimated future local conditions.

The Relation of School Sites to Recreation Planning

The planned dispersal of school sites as recommended for Cohasset in the section of this report on School System furnishes an excellent framework for the development of neighborhood recreation facilities. Elementary school sites of 15 to 20 acres will provide each school neighborhood with adequate space for playgrounds and small neighborhood playfields. Practically all recreational facilities of this type for Neighborhoods I, III and IV can be met in this manner.

Playgrounds and Minor Playfields

The playground is the major outdoor recreation area designed to provide play facilities for the people of the neighborhood in which it is located. Primarily it is designed to serve the play needs of children of elementary school age. It is desirable whenever possible to expand the facilities to serve a wider range of age groups. Facilities usually include a baseball or softball diamond, space for touch football or other field sports, an apparatus area, open spaces for informal play and an enclosed area for pre-school children. It may also include areas for tennis, shuffleboard, horseshoes and other court games.

The size of a playground should vary with the population of the neighborhood it is to serve. A population of 1,000 should have a playground with a minimum size of 2-1/4 acres. The minimum size increases to 6 acres for a neighborhood population of 5,000. National standards further recommend an average of 1 acre of playground space for each 800 of a town's present or estimated future population.

Major Playfields

The major playfield is an area designed to provide diversified recreation for older children and adults. Facilities usually include baseball and softball diamonds with overlapping seasonal usage (i.e., football field on baseball outfield); a section for older girls and women for softball, field hockey and volleyball; tennis courts and areas for other court and lawn games.

Cohasset has one major playfield located at Milliken Field. Unfortunately, this area suffers from lack of adequate space for present and future use. Recommendations for expansion will be discussed below.

Parks

Properly designed playgrounds and playfields provide a community with the necessary facilities for active recreation. To be complete, the facilities must also include parks which provide areas for quiet or passive recreation. Parks may include playgrounds or other recreation facilities, but their primary purpose is to provide large areas of grass and abundant shade trees for passive enjoyment.

Cohasset is fortunate in having Wheelwright Park within a reasonable distance from the most populated areas of the Town. In addition, there is ample open space within the Town capable of being developed as park land as the need arises.

Reservations

The reservation is an area of considerable size which is left essentially in its natural state. Reservations often protect
watershed areas or significant native scenery and provide protection for wildlife which otherwise might disappear. Development in these areas is kept to a minimum to provide the least disturbance to the biotic balance established by nature.

The recreational uses of the reservation, which are varied and large, serve to supplement the facilities of playgrounds, playfields and parks. Reservations provide the opportunity for nature study, bird watching, hiking, boating, fishing, and increasing the waterfowl and other wildlife population for visual enjoyment and also, in many cases, for hunting.

Special Recreation Areas

Special recreation areas are those which provide for a specific form of recreation. Cohasset is most fortunate in having available for recreational use the harbor and ocean shore which provide for boating, fishing and swimming. Because of the desirability of land adjacent to the water and the existing extensive development of this land for residential use, it is imperative that plans be formulated now for the most effective use of the remaining open shore as special recreation areas.

EXISTING AREAS & RECOMMENDATIONS

BY NEIGHBORHOODS

For planning purposes, the Town has been divided into neighborhoods, as discussed in the section of this report on Land Use. These same neighborhoods will be considered individually as to their current and future recreational needs. Neighborhood boundaries and existing and proposed facilities are shown on the accompanying map, entitled "Recreation and Open Spaces." Population data for each neighborhood are given in the table included in the Land Use section.

General

With the exception of the high-medium density section along Hull Street, this area is now, and if present zoning continues will remain, medium to low-medium density residential housing. The neighborhood contains extensive public and semi-public open spaces as well as excellent shore frontage. Except for two small public holdings, however, the shore frontage is privately owned and not accessible to the public.

Existing Recreation Areas

(a) North Cohasset Playground (approximately 2 acres) is actually located in Hingham, but is maintained financially by the Towns of Hingham and Cohasset under a special Legislative Act. This playground and minor playfield provide an excellent play area for Cohasset and Hingham residents from the area along Hull Street. It contains small children's play equipment and a combination softball field and ice skating rink.

(b) The Cohasset Golf Club (247 acres) is privately owned, with an 18-hole golf course and tennis facilities for members and guests.

(c) The American Legion property (63.9 acres) is at present an open, semi-public reservation but subject to possible future housing or other type development.

(d) Black Rock Beach (0.3 acres) is used for public swimming but is small in area, stony, and suffers from lack of parking space.

(e) Cohasset Historical Society Land (1.9 acres) on Jerusalem Road is almost entirely steep ledge. Although of little recreational value, it should be retained as semi-public shore frontage and possibly used as an overlook for scenic ocean views.

Recommendations

(1) North Cohasset Playground. This playground and minor playfield is extremely valuable in providing recreational facilities for a high-medium density residential area and should be maintained as such. Due to a projected increase in population in this section of Cohasset and probably in Hingham, an additional play equipment should be provided as the need arises. The existing skating area should also be more adequately lighted for night skating.

(2) Proposed Elementary School on Forest Avenue. Plans for this proposed 21-acre school site should include space for a small children's playground as well as a minor playfield for older children. These facilities, when built, will adequately serve present and future population in this neighborhood.

(3) Waterfront Park at Pleasant Beach. This desirable piece of property of about 3.5 acres is the last large area of shore frontage capable of being acquired for public access to the ocean and should be acquired by the Town as soon as possible. Possible recreation facilities to be provided here could be an esplanade with overlook for viewing the ocean, clam bake, and limited swimming facilities. Due to the steepness of the beach and the danger of undertow and rolling stones, it is not recommended that general swimming be allowed at this beach, except possibly under favorable tide and weather conditions with adequate supervision.

It is recommended, however, that engineering studies be conducted to explore the possibilities of providing groins or breakwaters at strategic locations which would allow general swimming at this beach. As pointed out hereinafter, Sandy Beach, run by a private organization, is subject to overcrowding and, at any rate, is too small to accommodate the increase in population projected for the Town. Moreover, Cohasset does not now own a truly public beach capable of handling more than a very limited number of swimmers.

An important feature of the proposed public park and beach is the fact that limited access parking facilities are provided to the lower level between Atlantic Avenue and the high mound between the road and the beach.
Neighborhood II

General

This is the most densely populated neighborhood, and includes the Town Center and general business area. It ranges from high-medium to low and, as shown on the accompanying Recreation Map, it has many diversified recreational facilities.

Existing Recreation Areas

(a) Sandy Beach (8.8 acres) is owned by a private association but is open to all residents of Cohasset. It has an excellent beach and bath house, with good parking facilities, but on hot holidays reaches the point of saturation. It cannot be reasonably expanded and is not large enough to accommodate the projected increase in population of the Town.

(b) Wheelwright Park (8.4 acres) provides desirable open space within reasonable distance of a large part of the Town residents. The Park has picnic and day camp facilities but, in general, is poorly maintained. The terms of the deed to the land permit no permanent structures within the park boundaries. It should also be noted that the Park is regarded as a reserve junior high school site which would necessitate removal of the above-mentioned building restriction by eminent domain taking.

(c) Sanctuary Pond and surroundings (16.1 acres) is a bird sanctuary, owned by the Trustees of Reservations, and is a valuable semi-public open space for bird and small game refuge, nature studies and passive recreation.

(d) Barnes Little League Field and gravel pit (8.8 acres) are on Water Department land. The Little League Field is extensively used during the summer but lacks off-street parking facilities. The gravel pit has been excavated to a point well below the road and constitutes an eyesore in its present condition.

(e) Ripley Road School (3.5 acres) (subsequently renamed Joseph Osgood School) has a playground and good parking facilities, but lacks sufficient area for future expansion. The play equipment and general play area are in poor condition and get little use outside of school hours.

(f) Deer Hill School (15.4 acres) has a playground with some play equipment and sufficient area for possible future expansion of recreational facilities. The school is also located in an area within a reasonable distance from a section which is rapidly growing in population.

(g) Cohasset High School and Milliken Field (22.8 acres). Recreational facilities here include athletic fields, density in the tennis courts. The field in front of the High School building is used for the physical education program for both Junior High and Senior High School students but is not adequate in size. Some gym classes are held on Milliken Field but because of the long distance necessary to walk is wasteful of time. Milliken Field has field and track facilities, football and baseball fields, and two tennis courts. At present the Junior High and Senior High athletic teams play all their games at Milliken Field but because of lack of adequate room athletic teams are transferred to either the Beechwood Play-ground or to Deer Hill School for practice.

The gymnasium at the High School is available during after-school hours but is little used due to a lack of adult supervision which is required by the School Department. Milliken Field is also available for after-school activities and is heavily used by various Town teams. The two tennis courts are also heavily used, being the only public courts in Town.

(h) Town Common (8.8 acres). Cohasset is extremely fortunate in having such an attractive Common. It is used extensively for church carnivals, art shows and similar functions. It should be noted, however, that the area is also used by many young people as an informal game area which not only detracts from its appearance but creates a maintenance problem.

(i) Community Center (0.6 acres). This Center is run by a private organization administered by a Board of Directors. Funds for operating the Center are raised from the United Fund, programs, and from the bowling alleys, rental of space and (a small portion) the United Fund. The Center is available to all people in Cohasset and at present there are 1,550 members, including young people and adults. A large variety of activities for young people, including dances, movies, bowling, group classes in swimming, golf, tennis, arts and crafts, and nature studies are offered. In addition, adult activities include classes in gymnastics, golf, foreign languages, as well as a garden club and bowling league. The Center also conducts a day camp five days a week from 11:00 A.M. to 4:00 P.M. for small children for which a charge is made. Recently, automatic pin-setting facilities have been installed in the bowling alleys, located in the basement of the building.

Two Cub Scout Packs are sponsored by the Organization with an approximate membership of 200 small boys. It also sponsors a "canteen" type program for high school students on Mondays and Wednesdays during the summer.

The Center suffers from lack of adequate room for its activities and does not have sufficient space for either indoor or outdoor expansion. It should also be noted that the Center lacks the backing and support of a large portion of the townspeople. Reason for this lack of support include claims of overcharging for use of Center facilities and a feeling that members do not get a fair return for membership dues. Other reasons appear to be due to the availability of other varied types of social and recreational facilities in Town, including the Yacht Club, Golf Club, Church Gymnasium and Town Association and similar functions which compete for support from the people in Town.

(j) Depot Court Park (0.5 acres) is a very small park in the vicinity of the Community Center which is a valuable area to the Town as an open space in a highly congested area.
(k) Elms Meadow (11.1 acres) is owned by the Water Department; a small section has been excavated for ice skating. Water for the skating area comes from James Brook which flows through the property. Most of the remaining area is cluttered with swamp growth and many dead trees.

(1) Harbor Area and Government Island. Facilities in the vicinity of the Harbor are covered in the section of this report on the Harbor Area.

Recommendations

(1) Wheelwright Park. It is recommended that this park be developed more extensively for recreation because of its accessibility to the highly populated section of the Town and to areas where future growth is expected. Added facilities should include a battery of tennis courts in the open field (in the vicinity of the entrance off North Main Street) and a small children's playground located in the same general area. Additional picnic and day camp facilities should also be provided, as well as adequate off-street parking. It is further recommended that a program of selective clearing of overcrowded trees and brush and a general cleanup of the area be carried out in order to create a more park-like setting.

(2) Barnes Little League Field and Gravel Pit. The ball field should be maintained as a Little League Field and off-street parking facilities should be provided off North Main Street, or possibly a parking area should be constructed just inside the entrance to Wheelwright Park which could serve both areas.

The gravel pit area has the disadvantage of being quite low and extremely hot during the summer months. Due to this fact, the high cost of construction and the easy availability of Wheelwright Park, of Deer Hill School and of Ripley Road School for adequate play facilities in the area, it is recommended that the gravel pit not be developed for recreational use.

(3) Depot Court Park. This might well be developed for a small children's playground with an attractive paved sitting area for parents. A fenced-in, supervised tot-lot where small children could be left with attendants while parents shopped in the Town Center might also be desirable here.

(h) James Brook Reservation. Acquisition of this land would benefit the Town in two ways; first, by providing an open green space near the center of the Town and the Cove area and secondly, by giving the Town control of this very important natural storage area for water when James Brook is flooded, thereby preventing private filling and building upon the marshes.

Recommended development of the section of the Reservation along Elm Street, directly opposite the head of the Cove, is shown on the Master Plan for the Harbor and described in the section of this report on the Harbor Area.

(5) Elms Meadow. Additional skating facilities should be provided here as the demand increases. It is recommended that parking facilities along Cushing Road and lighting for safe night skating be also provided. Also, it is felt that Elms Meadow is a valuable piece of open space and should be developed so as to provide an attractive naturalistic area. Hence the remaining portion should be cleaned up by removal of dead trees and selective clearing of existing trees; also a program for planting of native trees and shrubs should be established.

(6) Ripley Road (Joseph Osgood) School. Although the area of this school is limited, the present property could be improved by the addition of playground equipment, shade trees and sitting areas for parents. These facilities could be added to as the demand grows. Parking is well provided for in the present parking space.

(7) Deer Hill School. A treatment similar to that suggested for Ripley Road School is recommended here. Fortunately, this school has in addition sufficient area for possible future expansion.

(8) High School and Milliken Field. As indicated in the School System section of this report, it is recommended that the present High School be expanded; however this will aggravate the lack of playfields and athletic facilities. It is here recommended that all available land around the School be acquired now for later expansion of recreational facilities and parking. Observation of the site indicates that fields could be constructed on the high ground at the rear of the School and in the low wooded area east of the School. Earth could be excavated from the high ground so as to provide level fields and the excavated material used to fill the lower area, after trees and brush have been cleared. Also, the parking area could be expanded to the north. However, the difficulty of expanding athletic fields and adding more tennis courts at Milliken Field is aggravated by adverse grade conditions to such a degree that expansion there is not recommended.
(9) Community Center. Although the present Community Center lacks adequate space for present and future Town recreational and social activities and cannot be reasonably expanded, it is nevertheless felt that the Center provides an important service in the overall recreational picture for the Town. Therefore it is recommended that until more adequate facilities are provided for in a new and larger Community Center, as described hereinafter, the existing Center be retained. Certain improvements are suggested for the Center in the full recreation report.

Neighborhood III

General

This neighborhood is now and, if present zoning continues, will remain largely a low to low-medium density residential area. The section does not have any public recreation areas except in the Harbor area, but this situation can be remedied by providing a playground and minor playfield at the proposed elementary school, as noted below.

Existing Recreational Areas

Harbor Area. Facilities, both existing and recommended, including Government Island, are covered in the section of this report on the Harbor Area.

Recommendations

(1) Proposed Elementary School. Plans for the proposed 18-acre school site on Castle Road should include a small children's playground and minor playfield for older children.

(2) Salt Marsh Reservation along Gulf. This 43-acre area is extremely valuable to the Town as an open space, and should be preserved in its natural state for the enjoyment of town residents. These lands are coastal marshes which are rated high in value to migratory waterfowl by the U.S. Fish and Wildlife Service. Waterfowl stop here during the spring and fall migrations and sometimes nest here also. An additional value of these marshes is their contribution to the natural nutrient supply in adjacent ocean waters through tidal flushing action. Such marsh areas are also important to marine fish life as breeding grounds. The acquisition and possible coordination with Sociate in preserving in its natural state both sides of the Gulf appears to be a function of the newly created Conservation Commission. It is recommended that this Commission take immediate steps to acquire and preserve this area.

Neighborhood IV

General

This neighborhood with the exception of a high-medium density area in the Beechwood section is, and if present zoning continues will remain, a medium to low-medium density neighborhood. A large portion of this section consists of Lily Pond and marsh wetland, much of which is owned by the Water Department. The low areas, which are largely unbuildable, serve as an important part of the Town water system.

Existing Recreation Areas

(a) Lily Pond (51 acres), which is a Great Pond, is extremely valuable both as a source of water and as a natural beauty spot in the Town. The adjacent wetlands and brooks feeding the pond are of high value to migratory waterfowl, song birds and small game.

(b) Water Department Land. Four parcels of Water Department land, totaling 50.5 acres, are located southwest of Lily Pond and constitute a large part of the watershed at the Pond.

(c) Beechwood Playground (2.3 acres) consists of a small children's playground and softball field. The playground is cramped for space and is in a poor location in relation to the ball field. The fact that children and others use the adjacent Fire Station for toilet facilities is both inefficient and dangerous. A program of supervised recreation for small children which is conducted here receives moderate attendance.

(d) Billings-Pratt Park (0.5 acres) is a small triangle of land in the Beechwood section which, except for providing open space and a pleasant setting for surrounding houses, provides no important recreational facilities.

(e) Beechwood Improvement Association is located in a small building on Beechwood Street and is used for public and private functions of the Beechwood section.

Recommendations

(1) Lily Pond. This valuable body of water should be preserved as public property and every effort made to acquire sufficient land around the pond for access and enjoyment of the residents of Cohasset.

Efforts should be made to cooperate with the Water Department to develop this area, in a manner consistent with reasonable regulations for sanitary control, for passive types of recreation such as picnicking, hiking, nature study and other similar uses.

(2) Water Department Land. In order to insure adequate control and protection of the Town Water Supply, additional property should be acquired by the Water Department in order to extend its present watershed to include the bulk of the wetlands on Brass Kettle Brook, Bound Brook and Aaron River. These holdings should be maintained in their natural state for nature study and as a reservation for small game and migratory waterfowl, song birds, possible hunting, etc. It is further recommended that these wetlands be consolidated with an extension of Whitney Woods to provide some wetlands adjacent to the present holdings of the Trustees of Reservations.

(3) Beechwood Playground. As noted elsewhere in this summary report, the Fire Station
located adjacent to this playground is recommended to be abandoned by the Town. It is here recommended that when this building becomes available, it should be renovated to serve as a neighborhood Community Center, providing group and meeting rooms as well as toilet and storage facilities for those using the playground and playfield. It is further recommended that the play equipment and protective paving be relocated to provide a safer play area for the smaller children.

(b) Swimming Facilities. Because the young people of this area are remote from salt water beaches and because it is dangerous to bicycle from here to the beaches, a wading pool is recommended in the Beechwood section. The wading pool should be capable of accommodating both the very small and the sub-teenage children. Parking and shaded sitting areas for parents should also be provided.

(5) Ice Skating. An ice skating pond in the Beechwood section should be constructed. This might be done by impounding a flat area or by excavating a pond in or near one of the nearby streams. If flooding is necessary, this could be done by the Fire Department.

(6) Proposed Elementary School. Plans for this 25-acre future school site on Beechwood Street should include provisions for a small children's playground and older children's minor playfield. In addition, it is recommended that an essential be established between the school site and the proposed extension of the Water lands to be used as a connecting green belt between the areas, thereby allowing access to and use of the Water Department land as an "outdoor laboratory" and nature study area for the school.

(7) Proposed Playground North of Lily Pond. Although not now developed to a great degree, it is projected that this section of Town will be built up in the future. It is therefore recommended that an area of approximately one-half acre be acquired by the Town and set aside for a small children's playground. The neighborhood is not large enough to warrant a separate minor playfield, especially since the older children have reasonable access to Deer Hill School or Milliken Field.

Recommendations

Additional land takings in this neighborhood and extending into Neighborhood IV should be made either by the Trustees or the Town to provide a continuous connection between the higher lands in Neighborhood V and VI with the lower, wet lands in Neighborhood IV. The above-mentioned extension will not only serve as a large open space in the Town but also will serve as a deterrent to private residential development which cannot be reasonably provided with Town services.

Neighborhood VI

General

This area of 84.5 acres is entirely within the boundary of a part of the Hingham Annex of the U.S. Naval Ammunition Depot. (The remaining area of the Depot lies in Hingham, Norwell and Scituate, the largest portion being in Hingham.) As noted elsewhere, this Annex has recently been declared to be surplus property by the Government and as such will be disposed of in due course to a public agency, private agency or individual in accordance with priority schedules and criteria set up by the Surplus Property Agency.

Located on the property in Cohasset are several large buildings, one of which has been leased from the Navy by a manufacturing concern, several miles of railroad track, numerous ammunition storage bunkers and miscellaneous military structures. No residential buildings exist on the property. The area is also a large and important portion of the watershed of Lily Pond.

Existing Recreation Areas

No public recreation areas exist in this neighborhood.

Recommendations

It is recommended that the entire 84.5 acres of land in this planning neighborhood be acquired and held as public or semi-public land, for the following reasons:

(a) As already noted, portions of the Annex property serve as an important part of the watershed of the Town of Cohasset, and this is the one remaining section of Town capable of providing new water sources. The land needed to protect such water supply sources should be controlled by the Cohasset Water Department.

(b) The recently completed Master Plan for the Town of Hingham contains a recommendation for placing the entire portion of the Naval Annex located in Hingham under permanent public control as a regional open space recreation reservation. It is here considered that, in conjunction with Hingham, a similar use of the Annex Area in Cohasset not allocated to the Water Department should be made. As stated in the Hingham report, the area seems naturally adapted to intertown recreational purposes.
SPECIAL RECREATION FACILITIES

Beach Areas

As noted heretofore, Sandy Beach is at present often overcrowded, yet it cannot reasonably be expanded. Even though Pleasant Beach may be eventually developed for limited swimming, Cohasset faces a shortage of beach area in the near future. As shown on the Master Plan map for the Harbor Area, it is recommended that the north side of Bassing Beach, in Scituate, be acquired for a swimming beach for residents of both Cohasset and Scituate. An extension of Otis Avenue would provide access to the beach, as well as serving as an approach to the proposed Strawberry Point Park in Scituate. Parking facilities could easily be provided adjacent to the proposed beach. Long-range plans should now be formulated for the acquisition and development of this latter area in cooperation with Scituate.

Community Center

As also noted previously, the Cohasset Community Center is at present too small and is incapable of being expanded. Long-range plans should be formulated for provision of a new and larger Community Center to serve future needs. Plans for this Center should include, in addition to adequate space for recreational and social activities, sufficient open space for outdoor activities and for an indoor swimming pool. Location for the Center might be at the old Osgood School grounds, Elms Meadow or Milliken Field, or it might be incorporated into the plans for a possible future secondary school site.

PLAN FOR OTHER PUBLIC LANDS & BUILDINGS

GENERAL

In addition to schools, recreation areas, streets and utilities, the Town of Cohasset provides its citizens with a wide variety of other community facilities (some of which are under the jurisdiction of special trustees or boards, rather than the municipality). These include libraries, cemeteries, waste disposal area, fire and police stations, municipal garage, and town offices. A detailed report on these facilities has been prepared and presented to the Planning Board, the major portions of which are summarized or quoted below.

MAIN LIBRARY

Present Facilities

The Town’s main library, the Paul Pratt Memorial, is located on South Main Street a few hundred feet away from the principal business district. It is the property of a quasi-public organization, managed by a Board of Commissioners, and supported by both private and public funds. Although it is off-center in terms of Cohasset’s land area, it does lie close to both the present and future center of the Town’s population.

The book collection in this Library is relatively large (over five volumes per capita, compared with the American Library Association’s standard of three), and its hours of service reasonably extensive (forty-five hours per week, compared with the American Library Association’s recommended fifty hours). However, its outstanding feature is its very high circulation (in comparison with the national average of ten volumes per capita in “high literacy” communities), which may be indicated as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Circulation</th>
<th>Town Population</th>
<th>Total Circulation per Capita</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951</td>
<td>4,849</td>
<td>3,900</td>
<td>12.4</td>
</tr>
<tr>
<td>1955</td>
<td>6,329</td>
<td>4,729</td>
<td>14.3</td>
</tr>
<tr>
<td>1960</td>
<td>7,500</td>
<td>5,785</td>
<td>13.5</td>
</tr>
</tbody>
</table>

The library building itself is a masonry structure, situated on a lot of about one and one-eighth acres. The land slopes away from the street, so that the building is two stories high in the rear (basement and main floor) and one story high in the front. There is also a little-used and relatively inaccessible attic.

The main floor contains a large foyer with check-out desk and two reading rooms (one for adults, the other for children). In addition, there is a small office-work room for the librarian and her staff, plus a staff wash room. To the rear of the foyer is the stack area, with four mezzanine-type floors (one at foyer level, two above, and one below).

In the basement, which is reached by a very narrow flight of stairs, is a toilet (used occasionally by the public), the heating plant, a former coal storage room—now containing tanks for oil in one corner—and two large, unheated areas, one of which is used from time to time as a storage or work room by the library staff.
Adequacy and Possibilities

The Library Commissioners have considered for some time that the presently usable floor area in the building is seriously deficient, not only to meet expanded future needs but to satisfy present requirements. For example, there is no separate space for young adults (of junior and senior high school age), no room for group meetings, lectures, etc.—important if the library is to remain a cultural center for the Town. Areas for staff activities, processing and administration are all inadequate in total size and in work surfaces. (The heated, unfurnished area in the basement cannot be regarded as a true work room at present.)

At one time, it was considered that the needed extra floor area could be provided by finishing off all of the basement spaces. This would require extensive structural remodeling, including the provision of new stairways. The cold, damp stonework of the basement walls would have to be completely covered with new finish and windows cut through their full thickness at numerous points. Lighting and heating would, of course, be needed, and probably an outside entrance. Moreover, any day-to-day use of this basement area, by either the staff or the public, would require extra supervisory personnel, since the main desk on the floor above obviously could not cover activities here.

Present Plans

Instead, the current plans of the Commissioners call for a substantial external enlargement of the building, and this action is here endorsed. Such enlargement could provide additional public rooms and library administrative space at main floor grade, and could furnish additional stack space if the present stack area were extended at each of its four levels. As at present, public access to that area would only be from the main floor. A partial basement could also be provided to give additional area at minimum cost. Initially, this lower level area could be used for special activities—such as adult meetings—where continuous supervision would not be needed.

Such an addition might contain a total floor area (including stack floors and possible basement) of from 3,000 to 5,000 square feet, and cover perhaps 2,000 square feet of ground area. There is sufficient open space on the lot to the north of the present building for the construction of an addition of this size, leaving fifteen or twenty feet clear from the lot line.

This addition would allow provision of substantially more usable floor area than could ever be furnished by basement remodeling alone. And even with the entire present basement in use, the building is below standard in total size according to a widely-used library planning yardstick, discussed in some detail in the full report.

Recommended Action

It is recommended that architectural plans be prepared immediately for an enlargement of the library building. This enlargement should be designed to contain from 3,000 to 5,000 square feet of floor area, including stack space and possible basement. Presumably, the cost of plans would be borne by the Library Commissioners rather than by the Town. Plans should also be made for the eventual provision of an adequate off-street parking area, easily accessible from Main Street—either in lieu of or in addition to the present curbed driveway.

The addition itself should be constructed toward the end of the capital budget period. Depending on its final size and layout, it might cost in the vicinity of $80,000, including fees, landscaping, and equipment. The Commissioners have recently received a legacy of $62,000, which they have set aside as a fund to accumulate toward such an addition. The town of Cohasset should provide the necessary money to make up the difference between the amount of this fund, as of construction date, and actual cost.

OTHER LIBRARIES

Beachwood Branch Library

This is a small branch of the Pratt Memorial Library, located in quarters rented from the Beachwood Improvement Association in part of their organization building. The structure is wood-frame, and in relatively poor physical condition. The library itself is open only three afternoons a week (from 2:00-5:30 P.M.), or a total of seven and one-half hours per week. Most of the circulation is in juvenile works, and the figures have been included in those for the main Pratt Library.

During World War II, the service area of this branch library was drastically reduced when the Federal Government took over several hundred acres in and to the west of Beachwood for its Ammunition Depot Annex. And since that time, mobility by auto has increased greatly so that a trip to the main library is no longer a major undertaking. These factors, together, may explain the present limited adult use of this facility.

It is here recommended that the branch be discontinued in the near future. Such action would be consistent with the state and national trend toward elimination of library branches unless they serve 20,000 people or more. It is not wholly a question of demand, which can nowadays be partially supplied to children through school library facilities and to adults through bookmobiles or trips to a main library, but of related facilities, which can best be provided only in one well-established establishment. These include phonograph record collections, reading programs, discussion groups, exhibits, and the like. In Cohasset's case, the Pratt Library is clearly the logical place where, over the years, such special facilities can best be provided.
Nantasket Library, Inc.

This library is a small, neighborhood facility located in North Cohasset, where it serves parts of three towns—Cohasset, Hingham, and Hull. Each of these three municipalities contributes to its operation, as authorized by a special act of the Massachusetts Legislature. Cohasset's share of the annual expenditure has been $500.

The quarters of the library are in the rear of the Hull Street Improvement Association building. There is no off-street parking space serving the structure. Hours of service have recently been changed to three afternoons and part of an evening a week, for a total of twelve and one-half hours per week. The library has a collection of about 5,000 books, and subscribes to fifteen or twenty magazines.

It is recommended that Cohasset periodically review the desirability of keeping this library open. Most of the arguments for favoring the discontinuance of the Beachwood Branch would also apply here, but to a lesser degree. However, since costs are shared by two other towns, Cohasset's contribution is nominal. In addition, a three-town library is unique in Massachusetts, and undoubtedly has some value as an example of inter-town cooperation. Clearly, no action should be taken except concurrently with Hingham and Hull.

CEMETERIES

About thirty acres of land in the Town of Cohasset are allocated to cemetery use, as follows:

<table>
<thead>
<tr>
<th>Cemetery</th>
<th>Location</th>
<th>Area in Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Woodside</td>
<td>North Main Street</td>
<td>2.0</td>
</tr>
<tr>
<td>Beechwood</td>
<td>Beachwood and Doane St.</td>
<td>4.4</td>
</tr>
<tr>
<td>Cedar Street</td>
<td>Cedar Street</td>
<td>0.3</td>
</tr>
<tr>
<td>Green Gate</td>
<td>Off Jerusalem Road</td>
<td>0.5</td>
</tr>
<tr>
<td>Cohasset Central</td>
<td>Joy Place</td>
<td>1.6</td>
</tr>
</tbody>
</table>

The first two cemeteries listed above are under complete municipal jurisdiction; the second two are privately owned but are maintained by the Town, using special trust funds to cover costs. The Cohasset Central Cemetery is completely private except that the Town owns a receiving tomb on one lot.

Woodside Cemetery

In this cemetery—the largest and most active of the five—only about one-fourth of the property has been subdivided into lots, of which about one hundred have not yet been sold. At the present rate of sales—twenty to thirty lots per year—a four or five year supply thus remains. However, the Town has just completed a survey and plan for six hundred more lots—a twenty years' supply—of which one-half are now being physically constructed. Since much of the presently vacant land is swampy, this involves some filling for drives and grave sites. The other three hundred lots will require even more extensive filling. In this connection, the Highway Department is cooperating by depositing excess solid material here.

The total number of interments in the Woodside Cemetery is running about twenty-five to thirty a year, which number may increase with eventual filling up of the Central Cemetery and with further increase in the Town's population. The purchase of new lots is limited to local residents, although there is, of course, no residence requirement for burial itself. However, even with a greatly accelerated rate of lot sale and burial, there seems to be sufficient space within the cemetery property for the indefinite future.

Charges for lots have been recently raised and are under constant review by the Selectmen. It is believed that the cemetery can be operated profitably, even with further filling, under a reasonable rate structure. (By comparison with other cemeteries, the low land values here tend to offset the extra construction costs.) No capital outlay of General Plan magnitude is here proposed, such as for land acquisition or buildings, but minor driveway work and extensions should be provided for in the annual budgets.

Beechwood Cemetery

About fifty per cent of this cemetery has been subdivided into lots. Of the remaining two acres or more, only a small portion is swampy. Burials are averaging less than ten a year, and lot sales even fewer. Thus, it is apparent that the cemetery has sufficient capacity for the distant future and that there is no justification for additional land acquisition at this time.

Cedar Street and Green Gate Cemeteries

These two quasi-public cemeteries are extremely small. The Cedar Street Cemetery is almost completely full, with no burials occurring nowadays. The Green Gate Cemetery (also known as the Charles A. Perkins Cemetery) has a few empty lots, and occasional burials occur. No land acquisition for enlargement is contemplated.

Cohasset Central Cemetery

This privately-owned cemetery, operated by "Proprietors," is open to all who purchase lots within it. The entire property has been subdivided, and there remains to be sold only about thirty-five to forty lots. At the present rate of sales, this is less than a ten-year supply. However, burials will probably continue a few years thereafter, since there are numerous vacant graves in lots already sold.

Although expansion of the property is possible on one side—the east, where there is some vacant land abutting—it seems likely that such expansion will not occur. For even with the recent increase in fees at the Woodside Cemetery, lots here are substantially
more expensive than elsewhere in Town. The principal asset and appeal of this Central Cemetery in the past has been its beautiful site—overlooking the sea—and its historic associations. To many families, especially the older residents, these assets have more than balanced the higher charges made.

WASTE DISPOSAL

Present Situation

Rubbish and garbage in Cohasset are presently disposed of at an open dump located off Cedar Street in the northern section of the Town. The site itself is at the edge of a swamp, contiguous to Golf Club property and to American Legion property on about two-thirds of its perimeter. The nearest grouping of dwellings is about a half mile away.

Garbage is placed in several large covered metal containers located at the front of the dump lot. Combustible trash is thrown or dumped over a built-up edge at the center of the dump. Large non-combustibles are generally thrown over the left edge. The right edge serves partly as access to the low land at the dump face.

Material is brought to the dump by residents using their own transportation, by private collection contractors, and by others such as tree surgeons and contractors. Garbage is removed by a private contractor twice weekly. The Town rents the containers previously mentioned. The combustible refuse is burned on a more or less steady basis by the dump superintendent. This man is in attendance as a full-time town employee every day except Monday, when the dump is closed. A small bulldozer is used for operation and maintenance purposes. Water for controlling fires, when necessary, is available from a well and pump house on the dump site. Some permanent piping and some hose are used.

An examination of Cedar Street made at several times showed little or none of the roadside litter usual to an open dump operation. The dump area is partly fenced and this helps control blowing papers. When open disposal of garbage was practiced in the past, vermin infestation was a serious problem. However, control measures recently instituted have mitigated the situation considerably and can be expected to nearly eliminate it.

Future Improvements

Very little covering of dumped rubbish is done except at a flat land on top, and this is done as the dump face is pushed out into the swamp. Suggestions were informally made to the Board of Health that the topography of the right side area of the dump is such as to allow construction and functioning of a two-level operation. A roadway could be built to allow vehicles to drive down to the level of the swamp and dump combustibles at this lower level. This would minimize nuisances from the burning operations. The upper open face could then be used for non-combustibles and covered at short intervals with gravel or earth, thus generally improving conditions.

Sufficient land is available for operation of this dump at its present rate for at least ten to fifteen years into the future. Possible encroachment of housing in surrounding areas should not be allowed to become a causus bellus in restricting use of the dump.

Possible Incinerator

A committee has been in existence in Cohasset for several years studying the waste disposal situation, dumping problems, and ways and means of eventually constructing an incinerator. To this end, the Committee obtained legislation in 1958 jointly with Hingham, Hull and Weymouth, authorizing a South Shore Incinerator Authority to be established by all four towns, acting in concert. It soon became apparent, however, that the best interests of Cohasset were not served by such a quadripartite agreement as constituted. The Town therefore sought and obtained an amendment to the law allowing Cohasset to act with any one or two of the other towns rather than all three.

As of early 1961, Hull and Weymouth had expressed little active interest in a regional incinerator, although there was an incinerator committee in Hull. More recently, interest was revived in a regional incinerator, and a joint meeting of several towns was scheduled. Meanwhile, Hingham has retained consulting engineers to consider the problem of converting the Hingham open dump to a sanitary landfill operation.

Without a joint project, Cohasset is too small to economically support an incinerator of its own, and will be too small for the next twenty-five years. The best course of action at present, therefore, is to maximize the operation of the town dump to the highest possible degree of efficiency and public safety. No long-range capital expenditure for an incinerator should be considered before 1970 at least. The money needed for Cohasset's share of a possible joint comprehensive study can be appropriated when necessary, and should not exceed $2500.

FIRE STATIONS

Headquarters Station

This two-story wood-frame structure is in critical condition. It is very old and has been added to and altered inside numerous times; further remodeling would be both impractical and prohibitively expensive.

Four pieces of equipment are housed in this station: a junior aerial ladder truck, a 750 G.P.M. pumper, and two 500 G.P.M. pumpers, one of which is especially equipped to handle forest fires. The apparatus floor of
the building is so crowded by this equipment that no space between the pieces remains for adequate maintenance, washing, etc. (As an indication of the congestion, it is worth stating that the hinges had to be removed from one of the doors to give sufficient floor length to accommodate the equipment. Moreover, the ceiling is so low that the aerial ladder had to be remodeled to allow an extra extension of depression.) No space is available on the main floor for the watch officer, who at present has his duty post on the second floor. From here, he cannot keep his eye on the equipment nor see who enters the building.

Three men are on duty at night upstairs over the apparatus room. Although there is some dormitory space, there is insufficient area for meetings, assembly, and recreation. The Fire Chief has a small room which he uses as an office, but this does not have adequate space for filing, visitors' chairs, or other normal office facilities. Altogether, the entire building is overcrowded, obsolescent, and even hazardous.

Beachwood and North Cohasset Stations

Both of these outlying stations are about as combustible as the headquarters building. One 500 G.P.M. pumper is permanently housed in the Beachwood building; a brand new 750 G.P.M. pumper in the North Cohasset building. Each station is covered twenty-four hours a day by one driver.

The location of these two substations—on the extreme outer edges of the Town—is unusual, to say the least. The North Cohasset station fronts on a street which contains the Bingham-Cohasset town line, and is but a proverbial stone’s throw from the Hull town line. The Beachwood station is less than 2500 feet from the Scituate town line and about the same distance from the boundary of the Ammunition Depot Annex (which, while not a town line, does mark the end of Cohasset’s jurisdiction).

Present Plans

Several years ago, expert advice on the fire station situation was sought by the Chief, and a survey made. In general, the recommendations called for two fire stations rather than three, with the headquarters to be relocated on the Osgood School grounds and the two outlying stations to be replaced with one located somewhere on Route 3A. This general plan is here endorsed, for reasons set forth below.

Subsequently, architectural studies were made for a new Central Fire Headquarters on the Osgood School land. At first it was designed as one of three buildings in a civic center group (the others, a police headquarters and a town office building). In the latest design, it would be part of a combined Police-Fire Headquarters building. Plans for this building are being revised and perfected for final presentation to the Town during late 1961.

Coverage Analysis

By a method of trial and error, it has been found that one station located on the Osgood School grounds and one located on Route 3A opposite the end of Schier Street will give excellent conformity to coverage standards of the National Board of Fire Underwriters. With this station distribution: (a) Both the central mercantile district and the district on Route 3A will be nearer to a station than at present (and closer in running time). (b) With but three exceptions, all major hazards will be within one and one-half miles of a station, and all "scattered" residential areas will be within three miles of a station, and all "closely-built" areas within one and one-half miles (with the exception of a group of dwellings in North Cohasset which will be just over three miles from the 3A site).

As far as the North Cohasset area is concerned, credit should be given, it is believed, to the existence of the nearby fire station in Hull, which already provides first-alarm response under a mutual aid arrangement. All of North Cohasset village is within three-quarters of a mile of this station, and the Country Club and the hotel on Jerusalem Road are within one and one-half miles.

Moreover, the improvement in type of coverage under the new plan should also be considered. The station on Route 3A would certainly provide extra protection to the entire built-up residential center of Town, the main business district, the high school, and other properties located in the Center. A fire in this vicinity could be approached from two sides—with almost immediate apparatus response from both the Central and 3A stations. The two engines now divided between the widely separated outlying stations could run "back to back" from the 3A station; that is, both could respond to first alarms in their district, with one company hitting the fire immediately with a booster line and the other laying the main lines from the nearest hydrant.

Alternate Possibility

The possibility of a single, centrally-located station—one station to serve the entire Town—was also investigated. However, since the principal mercantile district and the Harbor areas are so far off-center geographically, there is no single site which, if serving them adequately, would properly cover the outlying residential areas and other special hazards.

Proposed New Stations and Sites

Accordingly, it is recommended that the Town construct in the immediate future a new fire headquarters building on the Osgood School grounds. This building will also contain a police headquarters, as already planned. It is estimated to cost in the vicinity of $260,000, which should cover all equipment (including fire alarm circuit boards), architectural fees, landscaping,
and other incidental expenses. The Town should later raise the present headquarters building but retain the site in Town ownership. As discussed in more detail in the section of this report on the Harbor, it is proposed that this site be developed as a public waterfront park.

In the near future, the Town should construct a new branch fire station on Route 3A at Schier Street. The site specifically proposed is part of the Trustees of Reservations property. It consists of an open field on the west side of the highway running from about opposite Schier Street on the north to the King Street-3A fork on the south.

It is also proposed that a new town garage be built on this same site, and for maximum economies in construction and efficiency in operation, the fire station should be structurally part of the same building. The cost of the fire station portion might be about $70,000, fully equipped with a duplicate of the central station alarm system board.

Egress for fire apparatus onto Route 3A could be in a wholly cleared lane if an additional traffic light were installed at the 3A-King Street fork, properly synchronized with the present light to the north, and if both could be activated in the station. In any case, visibility is excellent and grades are favorable for beginning the apparatus runs.

Recommendations

It is here recommended that the Town construct a new police headquarters on the Osgood School grounds, to be combined, as planned, with the new fire department headquarters. This should be undertaken as soon as possible within the capital budget period. (The capital cost has already been covered in the paragraphs on Fire Stations.)

Upon completion of the new building, the Town might sell the present police station site for business purposes. As discussed in some detail in the section of this report on the Town Center, the district of the property should be subject to a widening of the street right-of-way here for the purpose of easing the existing curve. (This would necessitate either raising the building or moving it back on the lot.) Another possibility would be to retain the lot in public ownership as a small, landscaped green area adjacent to the business district. If it turns out that there is little or no commercial demand for the property, due to its small size, this might be a good solution for the foreseeable future.

MUNICIPAL GARAGE

Present Situation

The existing so-called "Town Garage" consists of two buildings located adjacent to the municipal parking lot. One of the two is of cement block construction, covers about 3,000 square feet and contains a small Highway Department office, maintenance shop and space for storage of vehicles, bagged material and small items of equipment. The other is of wood-frame construction, covers about 2,200 square feet, and contains space for storing the Police Department ambulance and for housing at least two other vehicles. The yard adjacent to the buildings contains piles of guard rail posts, snow fencing and similar items, and a few pieces of mobile equipment.

A small, wood-frame domestic-type garage, located behind the Town Hall, is used by the Water Department for housing its three-quarter-ton truck. One of the three vehicles presently used by the Water Department—a tractor—is housed in a small department building located at the corner of James Lane and Cushing Road. No regular garaging is provided for the Department's two trucks.

Buses belonging to the School Department, when not in use, are parked in the open on a portion of the Ripley Road School grounds. A "duck" belonging to Civil Defense is also parked in the open, usually at the Beechwood Pumping Station. All rolling stock of the Tree Department (two trucks and a sprayer) are housed in private garages.

Present Plans

For several years, the Cohasset Planning Board has considered, and so reported, that
the Town should economize on the cost of maintaining its numerous wheeled vehicles by providing a centralized municipal garage in which the vehicles of all departments would be serviced and repaired, and those of all but the Fire and Police Departments regularly housed.

Central purchasing of gasoline and oil has recently been undertaken; the Board's proposal would go further and provide for central purchasing of all automotive supplies and absolute inventory control of same. Also, one full time mechanic and a helper could service all town vehicles at a considerable savings. This general plan is here fully endorsed.

**Deficiencies and Needs**

The present scattering of garage facilities clearly precludes the type of centralized service and repair recommended by the Planning Board, and in that sense, is a deficiency which cannot be fully overcome short of providing equivalent facilities in one location. The Town has a total of thirty-one vehicles (counting trailers as one-half a vehicle) to be maintained.

Of equal importance is the amount of storage space required. As noted, there is already insufficient public garage space for all existing vehicles. With continued growth of the Town, there will inevitably be more miles of street, of water mains and of drains, and more acres of public land to be maintained which will require a substantial increase—although not directly proportional—in the complement of trucks and other pieces of equipment. For example, the Water Department is already planning on an additional truck. It may soon become efficient for the Highway Department to own, rather than rent, a street sweeper, a motor grader, and the like. And finally, if sewers are to be constructed in the Town, a Sewer Department will certainly have some rolling stock.

Open-air storage of materials—especially those of the Highway Department—is also a problem. With further Town growth, there will by necessity need to be more fencing, sand, and other supplies kept on hand. The use of any portions of the municipal parking lot for this purpose would be clearly competitive with the planned physical expansion of the business center.

**Recommended Action**

It is here recommended that the Town construct a new municipal garage on Route 3A simultaneously with, and attached to, the proposed new branch fire station. The garage portion of the building should be planned to initially house about twenty-five vehicles and to have service facilities for the additional vehicles of the Police, Fire and School Departments. About 10,000 square feet of floor area will be required of which about 70% might be in vehicle storage space and about 30% in shops, parts storage, utility room, small field office, and toilets. Not all of the vehicular space need be heated. If the garage and fire station are attached, it is estimated that the garage portion of the overall building would cost about $80,000, including an allocated share of site acquisition and development costs.

As noted in connection with Fire Stations, the site recommended is now part of the property of the Trustees of Reservations (opposite Schier Street). Enough acreage should be acquired to accommodate not only the combined fire station-garage but to provide for an open-air material and storage yard, with ample space for future expansion. In the distant future, sheds or covered bins may prove desirable to protect certain items, such as highway sand.

The location of the site on Route 3A would allow the dispatching of vehicles to almost all parts of the Town without the necessity of always passing through built-up areas or narrow residential streets. At the same time, any possibly unattractive open uses could be easily screened from abutting property.

Eventually, the Town should sell the present Town Garage buildings and land for business purposes. The area occupied by these buildings is considered ideal for long-range business development because of proximity to the municipal parking lot and to the proposed extension of Brook Street across Main Street. (This is discussed in some detail in the section of this report on the Town Center.) Returns from the sale of the property should help to defray the cost of the new garage.

**Alternate Site**

Another possible site for the new Town Garage is the gravel pit off North Main Street, now used for summer storage of snow plows, etc. The bottom of this pit, being well below street level, offers the possibility of constructing a building which could not be seen from most adjacent areas and of providing open storage similarly hidden from view. However, the site does not provide as good geographic centrality or highway accessibility as does the 3A location. Most important of all, a garage here—separate from the 3A fire station—would cost more to construct and maintain than if attached to the other facility, as recommended.

**Present Situation**

The majority of Cohasset's administrative offices are housed in the so-called "Town Hall," a municipally-owned building located on one side of Cohasset Common. Four other buildings, in as many different location, are also used in whole or in part for departmental offices (discussed separately at a later point).

Among the departments or officials that have no public office space at present are the following: Board of Health, Wire Superintendent,
Plumbing Inspector, Director of Veterans' Affairs, Superintendent of Moths, and Town Counsel.

The Town Hall itself is a tall, two-story wood-frame building of Colonial design, placed on a generous site of one and one-third acres. Originally, municipal offices were located on the first floor and an auditorium was on the second, but a few decades ago the arrangement was reversed through extensive remodeling. The first floor now contains an entrance lobby, an auditorium with about 400 seats, and a large stage. The second floor, about 4300 square feet in area, contains offices of the Selectmen, Treasurer, Assessors, Town Clerk, Welfare Board, Collector, and Accountant, plus a conference room used for meetings of the Planning Board, the Advisory Committee and other special groups.

From time to time, the first floor auditorium is used by the municipality for certain well-attended public hearings (e.g., for liquor licenses). However, the Town Meetings themselves, once held here, are now conducted in the Ripley Road School. The principal Town Hall auditorium users are actually various civic organizations and semi-public groups. For example, the Dramatic Club puts on several productions here each year and uses the area for numerous rehearsals preceding each production. Also held here are Town Sailing Club meetings, benefit dancing classes, K. of C. installations, church fairs, and art festivals, to name a few. Generally, the Selectmen charge a fee for use of the space only when the event in question will be for profit.

Outside of the building is a large accessory parking lot. This lot is well-screened from the street and the Common by landscaping. In addition to serving the facilities in the building, it is used for the parking of cars in connection with events which take place on the Common itself.

Deficiencies and Problems

Only fifty per cent of the total space in the Town Hall building is at present usable for office purposes. Because of this situation, there have been several proposals made for remodeling the lower floor into office rooms (which action would, of course, eliminate the auditorium and stage, but would double the total office area in the building). However, short of such drastic remodeling, the building cannot accommodate any of the numerous departmental offices now scattered through the Town, cannot furnish space to those departments now lacking public offices, and cannot provide for expansion of existing offices—clearly needed with further growth of the community.

In addition, the building is expensive to maintain in comparison with more modern structures. Janitor services are over $4500 per year, and other maintenance costs total about $3500. Costs received from civic uses average less than $400 annually; thus, the Town's net subsidy to the various organizations is substantial.

Above and beyond economic considerations, the building is neither convenient nor comfortable. Employees and town people working in and visiting, respectively, the main floor offices have to climb a total of thirty-two steps (twenty-eight inside, four outside). This climb is really more like going to the third floor in most buildings, rather than the second. For older people, especially, it is physically difficult.

The heating system of the building is also a problem. While the furnace itself is adequate, the distribution of heat is seriously out of balance. In winter, some rooms will be fifty-five degrees with only thirty degrees. Snow frequently blows in around many of the windows, which do not fit sufficiently tight. Finally, it may be said that the narrow halls, unattractive finish, poor lighting and general dingy appearance of the building's interior are not consistent with Cobasset's high standards of private and public accommodations, nor with the general attractiveness of the community as a whole.

Initial Proposal

In the full report on Public Land and Buildings, made as part of this General Plan Study, it was recommended that the Town construct new town offices simultaneously with the proposed Police-Fire Department Headquarters (on the Osgood School grounds) as a single, complete municipal building. It was further suggested that this building be undertaken as early in the capital budget period as existing drawings could be revised and funds authorized. The portion of the building devoted to town offices would have added approximately $150,000 to the cost of constructing the building without such extra space.

The reasons for favoring such an addition over remodeling the present Town Hall were set forth in that report in some detail, and are basically still valid. These included a better, more efficient layout of office facilities, lower long-term costs (through reduced maintenance and repairs), continued local availability of the auditorium (with sale of the Town Hall building to some organization), and the creation of a true municipal center (with all town services grouped on the same site).

Recommendation

However, it is now recommended that the Police-Fire Headquarters be constructed without a town office wing, and that the present Town Hall be remodeled to provide office space on the first floor as well as the second. Such a remodeling should cost about $80,000, and will provide enough town office space to meet local needs through at least 1980.

One practical reason for this changed recommendation is that architectural plans for the new Police-Fire Headquarters had preceded, during the study period, to such a point that their comprehensive revision would have entailed a loss of several thousand
dollars and of considerable time. But of even more importance, the General Plan capital budget indicated that the Town should keep its total costs as low as possible during the next ten years or so (when a new sewer system must be initiated, long-deferred harbor improvements begun, and school expansion continued). Remodeling the Town Hall would cost about $100,000 less in capital outlay than constructing new offices (although annual costs would be somewhat higher).

Furthermore, remodeling of the Town Hall now would not preclude eventual construction of a new Town Office Building. As discussed in the full report, this could be located on: (1) the present Town Hall site, (2) beside the proposed branch fire station on Route 3A, or (3) on the rear of the Osgood School grounds.

OTHER TOWN OFFICES

School Department Offices

The office of the Superintendent of Schools is now located in the Cohasset High School building. One room is allocated completely to this purpose, and a second room—used for reception and clerical personnel—is shared with the school principal. Thus, about 780 square feet are occupied in whole or in part as School Department headquarters.

This same space is sorely needed for high school purposes—for expansion of the principal’s office, for instructional use, or both. Moreover, it is considered by the educational consultants that a Superintendent’s office need not be in a school building at all—in fact, that there are certain advantages to physically separating that office from operational and instructional facilities.

Bates Building

This is a two-story, wood-frame house, located on a lot of about one-half acre on Elm Street opposite the Osgood School grounds. The first floor (with about 1500 square feet of area) has been converted to offices of the Water Department, which include a map room, space for short-wave radio equipment, and a utility room used for meter storage. Below this floor is an unfinished cellar in which the Department stores various light-weight items of equipment, such as tubing. (Storage of hydrants, pipe and similar bulky items is at the Lily Pond Pumping Station.)

The second floor of the building is leased by the Town to the Cohasset Rotary Club, which keeps its tables and other furnishings set up from week to week in the main room of this floor. To the rear, there is a medium-sized kitchen with relatively simple equipment.

This building has no space deficiency as far as Water Department offices are concerned; in fact, the Department is believed to have somewhat more area here than it actually needs. Although the building is less costly to maintain square-foot-wise, than the Town Hall (under 25¢/square foot versus nearly 50¢), it does represent another case of a building in which the Town is providing floor space for organizations in the face of an overall public office space deficiency.

Red Cross Building

This town-owned building, also known as the Industrial Arts building, is a rambling one-story, wood-frame structure located on one side of the Osgood School grounds. Of the 2200 square feet of floor area in the building, less than one-third is used by the Town (a room occupied part-time as the office and headquarters for the Civil Defense Department and used occasionally by the Red Cross). The rest of the building—its major portion—is rented to the Cohasset Community Center for use as a nursery school.

Sale of the entire building has been authorized and the Community Center given an option to buy. This option must be exercised before the end of the year, with the provision that the structure be moved away.

Recommendations

It is recommended that the Town sell the Red Cross Building and have the buyer remove it from the Osgood School grounds, as planned. The full width of this property will be needed to adequately accommodate the new Police-Fire Headquarters proposed there. (The rear portion may or may not be needed by the Town, depending upon its decision as to where the new municipal grade and/or eventual Town Offices should be located.)

It is further recommended that the offices of the School Department be moved into the Bates Building as soon as the Water Department has been relocated in the remodeled Town Hall. Initially, only the first floor need be used; later, as the School Department grows, and as offices are needed for special supervisors and other personnel not connected with any one school building, the second floor can be remodeled into compartmented space.

The use of the Bates Building for School Department offices, as here proposed, will provide a good, economical solution to the problem of needed space for school administration. The recommendation would avoid the necessity of constructing new space in the Deer Hill addition, as was at one time considered. New offices there might have cost in the vicinity of $25,000-$45,000, depending on floor area. This savings should be credited toward cost of a new Town Office building, since the latter will accommodate the Water Department and thus make the Bates Building vacant and available for School Department use.

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PROGRAM FOR MUNICIPAL UTILITIES

GENERAL

This portion of the General Plan Study dealing with the water, drainage and sewage problems of Cohasset was prepared by Lester Gaynor, Consulting Engineer, of Westwood, Massachusetts. It consists primarily of a review of recommendations previously made by other engineering consultants. Accordingly, no additional engineering work on the location or design of facilities was undertaken, but an analysis was made of the effect of these previous recommendations on the overall town plan, including the proposed Capital Budget. The most significant sections of Mr. Gaynor's report are summarized below.

WATER SUPPLY & DISTRIBUTION

Present Situation

Cohasset is supplied with water for domestic and fire-fighting purposes by a municipally owned and operated system, except for a small area in the north part of Town which is supplied from the Hingham Water Company. There are emergency connection facilities with Hingham and with Scituate. The Cohasset system was purchased from the Cohasset Water Company in 1950, which started in 1886.

The original source of water, a tubular well field off Schier Street, has long been abandoned. The well field built in Elms Meadow (soon after the first field) is today used only as a summer emergency supply. As the need for more water increased, a rapid sand filtration plant was built in 1913 near Lilly Pond. Water is pumped to this location from a well field at the Pond and used to recharge the ground water at the plant. Some water is treated directly; some water is pumped from a large well located here, and then treated. Treatment consists of iron removal, aeration, and rapid sand filtration.

Fluoridation of the water has been carried on since 1956. Two additional gravel packed wells were built off Schier Street in 1950 to further add to the water supply. Water from these wells is presently chlorinated and pumped directly into the distribution system. These wells are subject to surface flooding from James River. Water from the Elms Meadow wells is also chlorinated and pumped directly into the distribution system, when used.

Storage for water consists of an open reservoir built in 1886 atop Bear Hill. The capacity of this reservoir is about two million gallons.

As to the distribution system, a large percentage of the mains consists of four inch and six inch pipe, too small by modern engineering standards. In addition, the older mains are cast iron which has become corroded with time, resulting in a loss of carrying capacity. This loss is manifested by a general lowering of pressure during periods of heavy draft, as in summer hot spells.

Metering of domestic water usage was instituted in 1956 and has reduced wastage of water considerably. Water usage has been restricted in the past.

Problems of Supply

The problems of the Water Department are of both supply and distribution. As to supply, a consultant's report in 1955 categorically stated that the only long-range solution was to join the Metropolitan District Commission system. There is complete agreement here with this conclusion. The implementation of it, however, appears to be much further in the future than forecast in 1955.

Under Study No. 3 of a recent Senate report, the towns of Cohasset, Weymouth, Hingham, and Hull, Braintree and Scituate would be supplied by the M.D.C. through a new aqueduct connecting with the Blue Hills reservoir in Quincy. While there is no present guarantee of the cost to Cohasset for supply by this aqueduct, it would appear from similar situations (Norwood) in the past, that Cohasset would pay only its proportionate share should the aqueduct be built. Total cost to the six potential using towns was given in that report as $4,600,000 in 1955. At today's prices, this figure can be raised to about $5,700,000. The cost to Cohasset, of course, would be an indeterminate fraction of this, depending on the method of assessment then in use and on the future program of M.D.C. expansion.

While the cost of M.D.C. water delivered to Cohasset is stated in the 1955 report to be $80 per million gallons, a rate increase to $120 or more is imminent and undoubtedly would be in effect by the time the M.D.C. connection was built.

In view of the foregoing, it appears to be in the best short-range interests of Cohasset—to five to ten years—to continue a search for additional ground water sources.

Release of the Federal land (Ammunition Depot
Annex) expected shortly should make more area available for water exploration. Wherever a suitable source is found, the land necessary for development and protection of the watershed should be purchased immediately in order to safeguard the area. There is also the possibility of developing an additional surface supply on River and this should be carefully studied and evaluated.

Present yield of known water sources appears to be about 720,000 gpd (gallons per day). Demand in 1960 averaged 360,000 gpd. Estimated demand by 1990 will be 830,000 gpd. These are average use figures. Peak demand on hot summer days can double these figures. This quantity of water from reliable sources has not been found up to now in Cohasset.

It is here considered that the report of 1955 on water supply should be brought up to date to keep the Town well informed on all latest developments. Should the Town decide to join the M.D.C. system, the procedure and construction could take three to five years to make it a reality. Planning must therefore be in the forefront.

Distribution System

The report of 1955 on the distribution system called for a major long-range plan for rebuilding of the system to modern standards and needs. Chief features of this plan were reinforcement of the principal water mains and eventual replacement of the present open reservoir. At the same time, high and low pressure areas would be established. Current construction is following along with the consultant's recommendations. It is present policy of the Water Commissioners to continue this construction on what amounts to a pay as you go policy. This will be at a slower pace than recommended in the long-range plan. Rather than roof over the present reservoir, a chlorination unit will be installed to chlorinate all water as a protective measure.

The water system as a whole appears to be well kept and operated in a highly satisfactory manner. The filtration plant is nearly fifty years old and needs some minor repairs and improvements. Should the Town connect to the M.D.C. system, the filtration plant would not be needed except on a standby emergency basis. This is a factor to be considered in making any major changes and is recognized by the Water Commissioners.

Fiscal Situatio

The Water Department is on a sound financial basis and is showing a slow but steady surplus accumulation. Debt service and retirement payments are included as part of operating costs, something not always done. Since the Department operates on a more or less autonomous basis, long-range capital expenditures should follow their own general plan. The present water rates are reasonable and if improvements can be kept within operating costs, long-term financial operations should not be of major concern to the Planning Board in its capital budget program.

Should improvements beyond the capacity of income at the present rates become necessary, a modest rate increase can finance a large capital outlay which will then be self-liquidating.

DRAINAGE & FLOOD CONTROL

General

The drainage of Cohasset is coastal in pattern, with several small streams originating in the upland area and flowing along the coast. There are numerous small tributaries including Brook and River. Most streams empty into tidewater, and all of them are affected by the tide. Two large tidegates control the flow from River to the sea, and a series of smaller gates control the flow at other brooks. James River was partly enclosed about twenty-five to thirty years ago and other channelizing work has been done on this stream. A large part of the town has been drained of all watercourses. There are numerous small streams, mostly along the western line of the Town. There are two ponds: Pond, used as a source of municipal water, and Pond, part of a private water system.

All streams empty into tidewater, and flow conditions are affected by the tide. Two large gate operations control the flow from River to the sea, and smaller gates control the flow from other streams. James River was partly enclosed about twenty-five to thirty years ago and other channelizing work has been done on this stream. A large part of the town has been drained of all watercourses. There are numerous small streams, mostly along the western line of the Town. There are two ponds: Pond, used as a source of municipal water, and Pond, part of a private water system.

James River Improvements

Six plans for flood control and relief work were discussed in the James River report. Plan A was to divert a major portion of the flow, starting at Smith Place and carrying it north to Little Harbor through an eighty-four inch conduit. Plan B was to relocate the main channel of the James around Spring Street, and included excavating a large storage basin in Jacobs Meadow. Plan C was to expand and improve the present culvert system in the center of the Town. Plan D called for construction of a conduit to divert part of the James River from Street north to Little Harbor. Plan E called for construction of a holding reservoir just east of Sanctuary Pond to reduce flow in the James River. Plan F discussed a high capacity pumping station in Jacobs Meadow to remove the water as it came downstream.

Plan A was recommended, and while it was engineerly sound, it was considered beyond the financial means of the Town in view of the benefit to be gained. Unfortunately, however, the report contained no flood stage vs. damage sustained analysis. This was a serious deficiency, for the damage likely to be sustained if a flood control project is not built is the basis for building it. Put differently, the amount of money spent on such a project must show a correlating decrease in damage likely to be sustained on an incremental construction expenditure. Until such data is presented, none of the alternatives proposed in that report can be properly evaluated.
Flood Plain Zoning

Another approach to the problem of minimizing damage due to excessive high water on the James River is to delineate a flood plain zone and regulate land usage therein. New regulations to accomplish this purpose have been included in the proposed revision of the Zoning By-Law. Under the suggested regulations, any new building or substantial alteration and any major grading of land within the zone, as delineated on a supplementary map, would be subject to review and approval by the Town (through its Board of Appeals). This review would cover proposed floor grades, earthwork grades, foundation stability, structural stability, etc., so as to render the proposed work flood proof and so as not to unduly obstruct or divert flood flow or reduce natural storage.

Any future construction and grading within the proposed flood plain zone would constitute an individual case, handled as a special exception, each judged on its own merits. Desirably, a datum is needed in order to set such standards on which to base decisions. Unfortunately, this datum—actual flood elevations at various points—is not given in the engineering report of 1955. Also, no design data is given to show frequency of floods, storm intensities, etc. Consequently, the proposed regulations would put the burden of proof on the applicant; he would be required to demonstrate that grades, etc. were satisfactory.

There is certainly a need for additional flood water storage in the James Valley, but if the damage capable of being caused by flooding is controlled by flood plain zoning, expenditures for providing this storage should be balanced against decrease in damage sustainable. It may be noted that an alternate and successful method of restricting usage of sub-marginal land (in the James Valley and elsewhere) is to have the Town buy it. This would serve the dual purpose of eliminating future building and the creation of "green belts" or permanent open areas.

Repairs and Maintenance

The drainage problem in the James River watershed is further complicated by the existence therein of the New Haven Railroad. For several years now, the New Haven has reduced its maintenance-of-way expenditures below the irreducible minimum. The condition of the drainage ditches and culverts within the railroad right-of-way shows this lack of maintenance. Culverts are clogged with debris and in need of repairs to pipes and headwalls, and ditches are overgrown. At one place the mesh wire fence along the property line crosses a small drainage course. Leaves, sticks, and branches have mashed against this fence to form a dam which has raised the water level twenty-one inches by actual measurement. This caused a miniature swamp to form behind the fence.

The dam at Sanctuary Pond is in need of repairs and should have a proper pond level control structure. The channel below the pond needs maintenance and cleaning work all the way to the culvert at Smith Place. Through Jacobs Meadow, the stone-lined channel needs repairs. Where the river passes under Summer Street, the old tide gate is wedged in the channel at an angle and should be removed. Many of the corrugated steel culverts placed years ago are badly rusted and in a dangerous condition.

Visible results of the general lack of maintenance and neglect are the flooding of lowland areas, with resulting rise in ground water levels. The former condition creates ideal mosquito breeding places; the latter condition aggravates the already poor sewage disposal situation. While the South Shore Mosquito Control Project aids considerably in eliminating mosquito breeding areas it cannot be expected to substitute for work which the Town should be doing.

An appropriation of $5,000 annually added to the Highway Department budget, and adoption of a planned program for repairs and maintenance of the drainage system is recommended. Until the dilemma of the New Haven Railroad is resolved, it is obvious that no funds for work will be available from that source. It would therefore appear that some effort on the part of the Town will have to be expended on improving conditions on the railroad right-of-way. It is not intended to recommend a complete overhaul and repair project. For should the railroad finally abandon the line, the General Plan calls for a new highway in place of the railroad. Construction of the highway would include a complete change in the drainage system. What is recommended is action to keep the situation from deteriorating any further and to improve it enough to make a holding action worthwhile. Specific projects which will cost several thousand dollars (such as the replacement of the large culvert across Smith Place) should be considered as capital outlays under separate Articles in the Town Warrant, rather than as maintenance or improvement work.

Other Drainage Facilities

The major need of the Town, not only in the James River watershed but in all areas, is the preparation of a town-wide Master Plan for drainage. Until such a Plan is completed, a detailed capital outlay program for drainage is impossible to formulate. First, a proper map of the existing drainage systems would be prepared; then a study would be made of these systems for usefulness, condition and capacity, using modern design standards. From this, a long-range program would schedule construction and reconstruction to fit the ability of the Town to pay and the benefit gained.

The policy should be continued of having all new developments provide complete drainage facilities, thus passing the cost onto the new property owners and not onto the Town as a whole. All future public highway construction should also include proper drainage facilities, and where located within the James River watershed, should conform to a
proper plan for that River. Major work on State and County roads done under Chapter 90 generally includes rebuilding of drainage systems. However, this work rarely goes outside the immediate lines of the road and may create drainage problems below the point of discharge. There is need in situations of this nature for proper review and coordination with an overall drainage plan.

A drainage plan as described above was proposed in 1957, but no action was taken. It is now estimated that a proper study of this type would cost between $7,500 and $10,000.

SEWERAGE AND SEWAGE DISPOSAL

Background

Because of the preponderance of ledge, rock and impervious soil in Cohasset, especially in the closely-built-up central section, disposal of sewage has been a problem for a long time. A report was prepared by consultants in 1950, studying the situation thoroughly and calling for a comprehensive plan for sewager and sewage disposal. No action was ever taken on this report. A new study committee became active in 1960 and has retained consulting engineers to report on present conditions and devise a plan whereby only the central section of the Town would be served at first. The sewers and the sewage treatment plant would be designed for future use also so as to maximize salvage value when expansion would take place.

It is not uncommon in towns faced with construction of a sewerage system to delay this "as long as possible." The latter term has no exact definition, unfortunately, short of a decision against the town in court. The pollution of Cohasset Harbor is well known, and has been the object of constant attention from the Massachusetts Department of Public Health. James River receives the overflow and seepage from numerous cesspools and leaching beds and can aptly be termed an open sewer.

Ineffective working of individual subssoil disposal systems has caused tightening of Board of Health regulations in this regard. Private sewage disposal is not something that can be built and forgotten, especially on the small lots around the center of Town. Even where disposal does work satisfactorily now, it may not do so indefinitely. A specific program of sewerage and sewage disposal must be faced up to and acknowledged. The present plan for sewerin the center of the Town represents a first stage that should logically be followed by expansion within a short time.

1950 Plan

The 1950 Plan is essentially sound and still valid as regards sewager, but not as regards sewage disposal. The method then proposed for disposal is not acceptable today and is therefore being completely changed. (At that time, sewage was to be screened; large material was to be ground up; everything was to be chlorinated and discharged, as is, into deep water off West Shag Rock.) In 1950, Federal grants of funds for construction—and hence Federal review and advisory supervision—did not exist. Today's Federal standards for sewage disposal into ocean waters require settling facilities and sludge digestion in order to be eligible for a Federal grant. Since this grant can be up to thirty per cent of the cost of the project, it is obvious that the appurtenant standards will be adhered to and accepted. It is also possible to maximize the Federal assistance by stage construction of the project, and this intention is being followed.

1961 Plan

Under the engineers' new plan, the proposed sewerage system will initially be limited to the center of the Town, with construction of about 2500 feet of sewer. A sewage disposal plant will be built in Jacobs Meadow at the end of Sankey Road, off Summer Street. The net cost of this first phase is estimated to be $115,000, and this plant will meet Federal standards.

Five additional phases of construction are discussed in the engineers' report, with the total cost of the five phases estimated at $1,307,000. No time schedule is set up for this work. Rather, each phase is presented as a logical increment of extension of sewers, with accompanying enlargement of the sewage treatment plant to treat the increased sewage flow thus brought to the plant. However, on the assumption that phase 1 will be built and operating by June, 1963, it is here considered that phases 2, 3, and 4 will be necessary by about 1970. These three phases total $610,000 gross cost, an indefinite part of which (at least $100,000) can possibly be paid for with Federal funds.

Once the sewer program has become an actuality, there should be overall planning and coordination among the Planning Board, Highway Department, Board of Health, Sewer Commission, Water Department and other governing bodies. Any repairing work, street reconstruction, drainage work, etc., should be coordinated to avoid conflict and duplication. All developments proposed to the Planning Board should be checked by the Sewer Commission for possible future sewerage problems, easements, etc. Sound planning here will certainly effect savings later.
MASTER PLAN FOR COHASSET HARBOR

INTRODUCTION

Background

The portion of the General Plan concerning the future development of Cohasset Harbor has been prepared by Shucliff & Merrill, of Boston, in conjunction with the town planning consultant. A separate report, entitled "Report on Cohasset Harbor Area," has been prepared by them and presented to the Planning Board.

This report included a detailed survey of existing conditions in the Harbor, recommendations for future improvements, and a plan showing both present and proposed facilities. The major provisions of the full report are quoted below.

General Characteristics of the Harbor

This is a small, crowded harbor which serves local demands, and which is also a harbor of refuge. The nearest harbor to the south is Scituate, 4.5 miles away, which is even more crowded than Cohasset. To the north, there is no nearby harbor that can be reached without rounding the tip of Hull peninsula. Once this is done, the harbors of Hingham, Quincy and Boston are all about the same distance, i.e., 16 miles from Cohasset.

The entrance to the inner harbor lies about two miles southwest of Minot's Ledge Light, and consists of a dredged channel a little more than one-half mile long, 90' wide and 9 or more feet deep below mean low water line. Despite claims to the contrary, this channel is deep enough and wide enough for all present use and for all foreseeable use projected within the scope of this report. The claims that the entrance is inadequate are made almost entirely by skippers of sailing boats who believe they should be able to enter and leave the harbor under sail. When the wind is unfavorable, this would require much more than 90' width for tacking and the extra width required for this purpose is not economically justifiable.

The inner harbor receives protection from a breakwater 750' long which was built by the Commonwealth in 1918-11. Through subsequent years, this has settled about 3', so that at present the top of the breakwater is approximately awash at normal high tide and may be submerged during spring tides or storms, or both, with subsequent risk to vessels moored back of it. Some boats have been swamped inside the Harbor.

Except as noted above, the harbor area behind the breakwater is, in general, well protected and the bottom, except for a few patches of clay and occasional ledge outcrops near the shore, is mostly mud which
affords excellent holding ground. No ships or boats have been lost in any of the recent hurricanes, or those in 1938 or '41, and the shores have not been substantially damaged by flooding. At high tide the water area in back of this breakwater comprises 49 acres, but at low tide the bottom is broken, so that the total water area is reduced at mean low water to just under 25 acres. Because of crowding in the harbor, a few of the motor boats may be grounded out at their moorings at low tide.

Such deep water as exists in the Harbor has been achieved mostly by dredging. Because silt rapidly accumulates from the swift current emptying into it from "The Gulf" and from other sources, frequent re-dredging is necessary to maintain the required depths.

Activities and Facilities

During the summer, the Harbor accommodates over 300 watercraft which are constantly kept there (not counting a large quantity of rowing dinghies). In addition, visiting boats are present as hereinafter noted. During the winter, virtually all boats are taken out of the Harbor. A few of these are stored at the Cohasset Baptist Church, but the great majority leave the vicinity entirely. (The smaller boats are usually taken home on trailers and the larger ones are sailed to winter storage areas in other towns.) Since Personal Property taxes on boats are levied on the basis of the location of each boat on January 1st of each year, the taxes which accrue by this method are more likely to go to other towns than to Cohasset.

As indicated by the large number of lobster boats moored in the Harbor, lobstering constitutes an important part of harbor activities. Other forms of fishing are of very minor importance and other than the above-mentioned lobster boats there are no commercial fishing boats based here. However, under bad weather conditions this frequently serves as a harbor of refuge for fishermen who ply local waters.

Although the water is not polluted and swimming is possible from the Yacht Club and other floats and from the shore line and beaches around the Harbor, swimming is not an important activity because the Harbor is so crowded with boating activities and because very fine swimming facilities are offered elsewhere in the Town.

DESCRIPTION OF THE HARBOR BY AREAS

For convenience in more detailed description, the Harbor as a whole may be divided into four areas, each of which has markedly different characteristics, as follows:

The Cove

This is the original harbor of the Town, which was fairly well protected even before the breakwater was built. It comprises 7.5 acres at high tide, and at low tide there is about 2.0 acres of water area with a depth of 24-3'. It was last dredged in 1932, with financial aid from the Commonwealth. The bottom of the deep area is mostly mud but ledge outcrops occur in the vicinity of Kimball's float, at Lawrence Wharf, off Hugo's restaurant landing, and approximately midway between Hugo's and the house on the Cox Estate. The top of the latter ledge is about 3' below mean low water.

Watercraft usually moored in the Cove include 23 lobster boats, 26-32' long; 5 motor cruisers, 20-25' long; 45 small boats; and one lobster car.

Around the shores of the Cove (beginning at the northeast entrance and proceeding counter-clockwise) are the Cox Estate, the Margin Street Town Landing (where many tenders are kept, and which has 2' of water at low tide), Kimball's restaurant and float, the Border Street seawall, Lawrence Wharf (from which passengers for the party boats are embarked), another Town landing for skiffs and dinghies, the fuel pier and Hugo's restaurant, with its parking area. The fuel pier is reported adequate to meet all existing demands.

In general, boats are not permitted to tie up to the bulkheads and piers surrounding the Cove, but guest vessels are allowed to tie up at Kimball's and Hugo's. 10-15 visiting boats may be seen thus berthed at meal times during the summer season when weather is favorable.

There is nowhere near enough public motor parking around the Cove to meet present demands. However, Hugo's has a private parking space for 81 cars and Kimball's another one for 62 cars. These private parking lots only partially meet the present demands of restaurant patrons. There is a severe shortage of parking for those who wish to embark on the party boats or other boats moored nearby.

Main Harbor and Yacht Club Area

This comprises approximately 24 acres of water at high tide and 14.5 acres dredged at least 8' deep below mean low water. It is bounded by an old estate now owned by the Trustees of Boston College at the north and then proceeding counterclockwise, by the Cohasset Yacht Club, the marshes south of Gleason Road, the Cox Estate, a line running easterly from the Cox Estate to the Bassing Beach, Bassing Beach and the breakwater. The dredged area of this portion of the Harbor, which appears on the accompanying map, is bisected by the main channel leading to the Cove.

In the portion of the dredged area between the channel and the Yacht Club were moored in the summer of 1960, 82 racing class sailing vessels and 8 motor cruisers (varying from 30' to 62'), all owned by members of the Yacht Club. This completely filled the available deep water area here. On the other side of the entrance channel were moored 18 large sailing vessels of from 36-62' length, and 22 private boats of all kinds whose owners did not necessarily belong to the Yacht Club. Here also anchored, mostly near the breakwater, all large racing boats except those which tied up to the restaurants.
The number of visiting boats ran as high as 20-30 during week-ends with good weather, and some of them were 50' or 60' long. The larger visiting boats anchor near the breakwater, which is not a very safe anchorage, because there is no other deep water space available near Bailey Creek. Altogether, the number of large vessels with Yacht Club ownership has risen from 72 to over 140 in the last six years.

The only direct access from the shore to this portion of the harbor is at the Cohasset Yacht Club. (All other methods of access are by dinghy from more remote areas.) Motor parking space at the Club is much too small, although an additional parking lot off Gleason Road has been recently acquired. Mr. and Mrs. Cox have generously provided parking space at the northwest corner of their property for Club use during times of peak demand; there is no certainty how much longer this courtesy will be extended.

The privately owned stretch of marsh frontage 350' long between the Yacht Club and the Cox property could easily be filled in to provide additional and adequate parking for the Yacht Club, but this suggestion has met with no favor from the owner, whose view would thus be severely damaged.

Harbor Area bounded by Government Island, Bassing Beach and Cox Estate

This area, which comprise most of the inner harbor except for the Cove, is bounded on the northwest by the Cox Estate, on the west by the Cove, on the south by Border Street, the Cohasset Boat Yard and Government Island, on the east by Bailey Creek mouth and Bassing Beach, and on the north by the deep water anchorage previously described. It consists of 11.3 acres at high tide and approximately 6.3 acres at low tide. Of the latter at low tide, 1.3 acres is at least 8' deep, 1 acre 6' deep and 3 acres 4'-3' deep. Most of the shallow area is northeast of Border Street or just off the Cox Estate.

In this harbor area during the summer of 1960 were consistently moored 3 nun buoys, 1 lobster car, 2-45' party boats, 6 motor cruisers (from 30-42'), 8 lobster fishermen (from 25-34'), and 53 smaller boats of all kinds, whose owners did not belong to the Yacht Club. In addition, the Community Sailing Club conducted its operations from Government Island with six boats, each 9'8" long. These were tied up at the float during good weather and hauled above during bad weather. The Community Sailing Club now has 135 members and is expected to own a total of 25 or more of these boats in the near future.

The Town-owned Government Island contains, in addition to the above-mentioned Sailing Club, a town pier used principally by lobstermen, two residences rented by the Town to private families, the Minot Light Memorial and a large amount of high ledgy land between Border Street and the Harbor.

Within the area under discussion there is adequate parking for the present use of Government Island and Town Wharf but not enough parking at the Boat Repair Yard.
The only access to the Hagerty Company, for deliveries and shipping is Parker Avenue, which is also the only access to the boat launching area. Parker Avenue is primarily a narrow, residential street which must serve a substantial cluster of year-round homes; nevertheless parking is allowed on one side of Parker Avenue opposite these homes. The residents on Parker Avenue have frequently protested the parking along the street and at the trailer launching area and they have also protested the truck traffic running back and forth to the Hagerty Company.

To the east of the Parker Avenue launching area is a spit of sand and marsh approximately 700' long and 100' wide which borders the south side of Bailey Creek and is not used for any particular purpose.

PROPOSED IMPROVEMENTS

General

The specific improvements proposed for the Harbor Area are listed below, and shown graphically on the map which follows. It should be noted that this study is not intended to solve the parking problems of private groups such as the Yacht Club or of the Harbor Restaurants, except as a solution may occur indirectly through recommendations for the general welfare of the Town. In several cases, the proposed moving of a public facility (such as the Town Landing) to a new location will relieve somewhat parking pressures elsewhere.

It should also be noted that the cost of the various improvements recommended are included in the separate Capital Budget Program. In estimating their cost, financial assistance from the Commonwealth of Massachusetts may be expected, and has been allowed for on the following basis: (a) Proposed dredging and disposition of dredged material in the near vicinity—75% of the cost by the State, 25% by the Town; (b) Construction of improvements, including bulkheads, new seawalls, new piers, etc.—50% of the cost by the State, 50% by the Town.

Although no Federal assistance has been allowed for, under certain conditions financial assistance from the U.S. Corps of Engineers may also be available, and the possibility of obtaining such aid should be thoroughly explored.

Detailed Recommendations

The following specific recommendations are made:

1. Improve the safety of the present Harbor. This is to be accomplished mainly by raising the top of the breakwater by five feet to bring it back to its original effectiveness during storms or spring tides or both. To do so would require placing about 3200 tons of heavy rock on top of the existing rock.

2. Increase the deep water mooring area. The two areas which it seems practical to enlarge for this purpose are: (a) at the bend of Bailey Creek on the inner face of Bassing Beach and, (b) to the east of the present dredged area opposite the Yacht Club and back of the breakwater.

It is not considered desirable to attempt to dredge further in the Cove at Coxe's Point which has already been dredged to edge outcrop along most of the south side, and along the north side further dredging would probably cause the sea-wall of the Coxe Estate to collapse. Further dredging between Rigo's Lighthouse and the Cohasset Boat Yard is hampered by edge outcrop, and in any case would produce very little water area. Dredging in Bailey Creek on the north side of Hagerty's factory has already been carried to the ultimate limit unless blasting is to be done.

A description of the two proposed areas to be dredged is as follows:

(a) Bailey Creek small boat basin. As previously noted, there is already a dredged basin at the end of Parker Avenue of about two acres which accommodates at present approximately 10 small boat moorings. The dredging in this area was completed in 1960. It is easily possible to dredge out an additional 7.5 acres in the bend of the river within the Cohasset town limits, as shown in the accompanying plan. If Scituate is willing to cooperate by allowing dredging on one side of the town line, this area could be easily increased to a total of 13 acres. To insure the cooperation of Scituate some agreement would have to be reached as to who would pay the cost of the work on the Scituate side of the line.

If the dredging on both sides of the town line is carried out, the usable deep water in this area will be increased by more than five times its present size. Furthermore, this new anchorage will be adequately protected from wind and sea by the surrounding land areas which in themselves would be made more substantial by depositing the dredged material upon them. This New Harbor area would be easily reached by the new roads and serviced by the new facilities and parking areas hereinafter described.

(b) Enlargement of present Harbor to the east. In the consultant's opinion, Bassing Beach must always be retained as a breakwater between the present main Harbor and the proposed Bailey Creek Boat Basin. (If Bassing Beach were completely removed, waves would have a chance to build up across the entire width of the Harbor and would become dangerously large in the vicinity of the Yacht Club and the Cove.) However, it is possible to narrow Bassing Beach to about half its present width by dredging a new triangular area with its apex at can buoys 7 and A. This extension would be approximately 400' long and would increase the present Harbor by 5.5 acres. If this can be accomplished in connection with raising the top of the breakwater, a very fine anchorage for large visiting yachts will be provided.

3. Provide better Town Landing with adequate parking. With the provision of a large deep water mooring area by dredging of Bailey Creek,
it is recommended that a new Town Landing and accompanying parking facilities be provided. As shown on the plan, this facility should include necessary bulkhead construction with floats and gang-planks in order to provide loading and service space for the boats moored in the basin.

A large paved service area and parking space for 100 cars are also shown adjacent to the Town Landing. The parking area can easily be extended to the south to provide for additional parking spaces if necessary.

Access would be provided by a new road from Border Street to the landing located along the easterly boundary of Government Island. This road would serve as access to the Town Landing as well as the boat launching facility and to the proposed development at Government Island west of the old Hargery factory as hereinafter described.

It should be noted that in the event that a decision is made not to acquire and alter the use of the Hargery factory and property, the above-mentioned access road would have to be located so as to run to the west of the factory and between the shore of Bailey Creek and the factory and thence to the proposed launching ramp and new Town landing development. This relocation would necessitate minor revisions in the design of the proposed development of the general area.

(k) Provide central facility to service lobstering activities. It is recommended that a central servicing facility for lobster boats be provided at the existing Town Wharf located at the northeast corner of Government Island, even though existing and future lobster boats remain in their customary mooring positions. This facility would be reserved for use by lobstering activities solely, and would provide for bait and gear storage, fueling and related services.

Access to this area would be by way of the existing roadway from Border Street where shown on the plan, and would be reserved for use by lobstermen only. The existing house should be removed and adequate parking provided for vehicles of the lobstermen in the near vicinity.

(5) Provide a better Public Boat Launching Area with adequate parking and approaches. With the increase of boating activity in the enlarged Bailey Creek Basin, adequate boat launching facilities should be provided. As shown on the plan, these would be located in the vicinity of the proposed Town Landing and would include sufficient paved areas to enable easy launching or hauling-out of boats. Adequate parking for vehicles and trailers and a small landing float and gang-plank for access to boats would be provided. Access to the area would be by way of the proposed road as described under recommendation (3).

(6) Eliminate present Town Landing at the head of the Cove. With the provision of a new Town Landing in the Bailey Creek Area, it is recommended that the Town Landing at the head of the Cove be removed, both because it is poorly located in relation to service to the greatest number of boats in the Harbor and because parking space for people using this landing is severely limited. For similar reasons and because improved facilities for fishermen are proposed at Government Island, it is recommended that docking and fishing activities at the Town Landing on Border Street be limited to short term use.

(7) Improve facilities at Government Island. It is proposed that Government Island be developed to include facilities for public docking and service of private and party boats owned by residents or visitors to the Harbor, quarters and docking facilities for the Community Sailing Association, a suitable setting for the existing Minot Light Memorial and development of the remainder of Government Island for Town use as a picnic and general recreation area. Parking facilities would be provided to serve all facilities.

The proposed Community Sailing Association and Marine Supply Store might be constructed by public or semi-public funds, or by the land leased from the Town and the building constructed by private interests. The public dock would include provisions for fueling and other type marine services for all boats in the Harbor.

The existing sea-wall should be repaired and a new bulkhead constructed, as an extension of this sea-wall, to provide space for the above-mentioned boating facilities. The existing house and garage should be converted to serve as a residence for a caretaker and his family who could thus more easily provide supervision and maintenance of the facilities.

(8) Improve and provide more parking on Border Street. It is proposed that a new sea-wall along Border Street be constructed as shown on the plan. This would enable the widening of the street, the provision of short term parking along its south side, and construction of a pedestrian esplanade and tree belt between the wall and the street.

(9) Provide a small Park at the head of the Cove with the proposed James Brook Reservation. It is recommended that when the existing Cohasset Harbor Fire Station is razed, a small park and sitting area be constructed on its site. The park would be connected to the esplanade described above and would consist of a small landscaped area with suitable planting, paving, sitting areas and an appropriate central feature such as sculpture or a fountain. This park would be opposite, and visually connected with, the proposed James Brook Reservation across Elm Street.

As already indicated, the marsh land at the rear of the properties along Elm Street, South Main Street and Summer Street, through which James Brook flows, should become a Town Reservation. In order to visually connect this area with the proposed park at the head of the Cove and to provide an open, attractive setting for this area, it is proposed that the Town-owned American Legion Building, the small unattractive block of business structures and the building containing offices and apartments be removed. This area would then be suitably landscaped and the marsh land cleaned up and
made accessible to the residents of Town as an attractive natural open area. It also has the further merit of being a good storm water retention basin during periods of very high tide when the drainage culvert from this marsh into the Cove is not operable.

(10) Return Parker Avenue to entirely residential use. As shown on the plan, it is proposed that through traffic be eliminated by construction of a turnaround at the end of Parker Avenue. When this is done, general parking of cars and boat trailers by the public using the facilities in Bailey Creek should be prohibited.

(11) Provision of swimming facilities at Bassing Beach for both Cohasset and Scituate. As indicated in the section of this summary report on Recreation, the only large swimming beach in Town available to the residents of Cohasset is at Sandy Beach on Atlantic Avenue. However, this beach has reached a saturation point, with no reasonable possibility of expansion. Because of this fact, and in view of the anticipated increase in population in Cohasset, the provision of future swimming beaches should be planned for at this time.

The proposed waterfront park at Pleasant Beach on Atlantic Avenue might in the future provide for limited swimming. However, this beach is stony, small in size and would require costly groins or breakwaters to eliminate the dangerous surf and undertow.

It is recommended, therefore, that long-range plans be initiated in coordination with Scituate to acquire and develop Bassing Beach between the Cohasset Harbor breakwater easterly toward Briggs Harbor. This area has approximately 2,000 feet of beach frontage and could be developed in several stages, consistent with the demand for space and facilities.

Some of the advantages of this beach are as follows: (a) It has an excellent location to serve both Cohasset and Scituate. (b) The area has not been privately developed extensively, and therefore requires no costly land and building acquisition. (c) The beach provides for a large area of safe shallow water for use by young children. (Those wishing to swim in deeper water could use the Outer Harbor area beyond the sand flats or a lagoon might be dredged out to provide for a large warm water swimming area.) (d) There is sufficient space available for construction of ample parking, bath house, play areas or other recreation facilities.

Access to this beach would be provided by an extension of Otis Avenue across Bailey Creek to the high ground east of the Creek and thence to the outer harbor side of Bassing Beach.

GENERAL PLAN FOR THE TOWN CENTER

BACKGROUND

The business and community center of Cohasset is located on Main Street in the southeastern part of Town. It is, however, less off-center population-wise than geographically, being surrounded by the largest single concentration of homes in the community. Here, in a relatively small area are located a number of public and semi-public buildings (town hall, library, churches, schools, etc.), a considerable amount of other public property (such as the town common, water department land, etc.), and the largest concentration of retail business in Cohasset.

Various portions of the General Plan study have already involved recommendations affecting the vicinity of the Center. This section of the report will give special consideration to its localized problems of traffic, parking, business expansion, and appearance.

COHASSET CENTER & VICINITY

Existing Assets

Cohasset Center has several strong assets, which may be enumerated briefly as follows:

(1) It has a unique natural setting. At one end of the Common there are attractive views out over Little Harbor; at the other end, an extensive ledge formation and irregular topography provide an interesting variation. The passage of James Brook through the Center, while not considered an asset at present (because of extensive flooding and pollution) could become an aesthetic feature of importance when pollution is abated through construction of a sewerage system and the proposed James Brook Reservation is established along its flood plain.

(2) The business district here provides to local citizens the convenience of a shopping
area having a variety of facilities greater than normal for a town of Cohasset's size. There are several specialty shops and a hotel serving out-of-town and seasonal trade. The district is, moreover, an important municipal taxpayer. Its establishments represent a total real estate valuation of over $350,000, which, while only two and a half per cent of the Town's total tax base, is over thirty-three per cent of its business and industrial base.

Liabilities and Problems

The Center also has its share of difficulties; among these are the following:

(1) Traffic congestion on Main Street is serious. Volumes here are relatively heavy, ranging from 3300 to 6600 vehicles per average day. (This flow, of course, substantially exceeded on peak days in the summer.) The highest flow (6600 cars) exists in the very section with the narrowest roadway, namely, between Elm Street and Depot Court. Also, angle parking (on one side) the entire length of the business district produces frequent interruptions in moving traffic, and the latter in turn causes delays in the entering and leaving of parking spaces.

(2) The existing municipal parking lot is substantially off-center in the business district as a whole, being on its western edge. Thus, not all establishments receive equal benefit, while at the same time some area in close proximity to the parking lot is not physically or legally (i.e., zoning-wise) within the business district.

(3) Physical expansion of the business area is difficult. Expansion to the north would invade established residential areas and irreparably harm the Common; to the south, would face topographic limitations (rise in grade); to the east, would be impractical due to overwhelming topographic limitations (steep slope and solid ledge); and to the west is at present blocked by the railroad tracks and lack of vehicular access.

(4) Much of the business area is physically unattractive in spite of its overall unique character. Specifically, many of the storefronts are undistinguished, to say the least, and there is a noticeable lack of trees in front of and close to the store area.

Planning Objectives

A long-range program for Cohasset Center should desirably achieve the following objectives:

(1) Continued protection of the Common against incongruous buildings and uses adjacent to it.

(2) Relief of traffic congestion by rerouting most of the through traffic away from Main Street, while at the same time making the business center more accessible to local vehicles.

(3) Separation of curb parking areas from such through traffic as will remain, for greater safety and parking convenience.

(h) Provision for expanding the business district directly adjacent to the present center by overcoming present limitations imposed by barriers, lack of access, etc.

(5) Improvement of the physical environment by rehabilitation of private property and by landscaping of streets and public areas.

Proposed Plans

The preceding map, entitled "General Plan: Cohasset Center and Vicinity," shows diagrammatically the changes and improvements recommended for the Center in relation to the surrounding area and to the other proposals of the General Plan. Outside of the business district proper, these have all been discussed in the particular sections of this report to which they pertain. Proposals for the business area itself have not been presented elsewhere, and are discussed below. These are shown in more detail on the plan on page 55 entitled "General Plan - Cohasset Business District."

It should be stated that, as with all long-range plans, the precise details of the various proposals are subject to revision at the time they are implemented, based on then current engineering, architectural, and other studies. The location of future buildings is particularly subject to change. The plan, therefore, merely indicates one possible arrangement of such structures to illustrate how the private land served by the more specifically proposed streets, drives, etc., could be advantageously developed.

THE BUSINESS DISTRICT

Streets and Traffic

The proposals for new and changed streets and for traffic routing shown on the plan of the business center may be described as follows:

(1) New Access Highway on the west side of the railroad. As discussed in the section of this report on circulation, this new street would run from the curve on Route 3A near Forest Avenue easterly along the railroad to the Center, then curve south (as here shown on the Center plan) to merge with Spring Street (where it crosses the tracks), and finally join with South Main Street at the present Spring Street intersection. If the roadbed of the Old Colony railroad becomes available for use by this highway, it is considered that the route of the new street should leave the railroad near the business district and follow the same general alignment as here shown. In the general arrangement indicated, there is space provided for at least one large business facility between the highway and the parking lot; the latter would then become more central to the overall business area. (Perhaps the land now occupied by the tracks could also be built upon.)

An analysis of traffic flow indicates that this highway, when completed in its entirety, will act as a Center by-pass for a substantial
number of non-shopper vehicles. Such traffic diversion should greatly relieve the present congestion on Main Street to the mutual benefit of both transients and shoppers. Also, the central section of the new highway (the portion shown on the accompanying plan) should, in combination with Pleasant Street, Main Street, and the proposed extension of Elm Street, provide ample circulation around the business center, facilitating the movement of local traffic and making all parts of the shopping area equally accessible.

(2) Brook Street extension across Main Street to new highway. This involves changing the present driveway to the parking lot into a full-fledged street, widening it so it can easily accommodate two-way traffic, and projecting it across the present railroad tracks to join the proposed new Access Highway.

This new street would greatly improve circulation within and development of the center by: (a) providing easier access to the parking lot, (b) together with the proposed new highway on the west of the railroad, completing a loop of streets around the entire business center for freer movement of shopping traffic, (c) furnishing frontage for additional store buildings, (d) "opening up" the area between Main Street and the parking lot for business, i.e., by making the land visible and accessible to prospective shoppers from a through street rather than a narrow, almost hidden driveway, as at present, and (e) together with existing Brook Street, providing a main route between the new highway and Cohasset Harbor.

(3) Relocation and widening of Pleasant Street and Depot Court adjacent to the business center. This involves straightening the present reverse curve in the Pleasant Street-Depot Court alignment (at the railroad crossing) and widening the right-of-way in the general manner indicated on the plan.

The realignment will facilitate the flow of traffic between the new highway and points to the east central part of Town, will remove an increasingly dangerous curve, and will allow an eventual enlargement of the municipal parking area inside the looped street system. The widening will allow the street to accommodate the volumes of traffic eventually expected (whether or not the new highway is built) and permit separation of moving traffic and parked cars (by installing a narrow median strip or other curb, as illustrated).

(4) Traffic Rotary at Main Street and Depot Court. This involves constructing a small traffic circle (or more precisely, an oval) at this intersection, and routing all traffic around it. Some cutting of the east and west corners will be needed. The area should be attractively landscaped, which if carefully done will improve views of the business center from the Common and form a transition between the stores and the grassed Common itself.

This rotary should be able to handle the ever-increasing volumes of traffic expected here, at least for the foreseeable future.

(5) Widening of Main Street on the east side between Depot Court and Elm Street. This involves cutting into the ledge a sufficient distance to allow a pavement widening which will accommodate two lanes of moving traffic (one in each direction), a strip of angle parking, and a separate lane serving this strip indicated on the plan. The precise amount of widening can only be determined on the basis of engineering surveys.

If angle parking is to continue here it is considered vital to separate it from moving traffic, especially if that traffic is in both directions. Alternatives are to: (a) eliminate the parking, or (b) make traffic on this section of Main Street one way.

Elimination of this strip of angle parking would, it is believed, be extremely harmful to the Center. As indicated in a parking survey, these spaces are not only in constant use but, because of their rapid turnover, are providing a total day-long capacity many times in excess of an equivalent number of spaces in the municipal lot.

Making traffic one way on this section of Main Street is, however, a possibility, but one not here proposed. Two different sketch plans were prepared showing how, by construction and/or widening of additional streets, traffic movement in the eliminated direction could be accommodated. It is believed, however, that even with the very real difficulties of cutting into the rock ledge, the plan proposed will be both less expensive and more satisfactory.

(6) One-way traffic on parts of Elm and Main Streets. The plan proposes one-way flow of traffic north on Elm Street between Brook and Main and one-way south on Main Street between Elm and Brook. This would, in effect, make the triangular block of stores into a large "rotary." Most traffic circling this block will, however, be local only, since the proposed new Access Highway west of the railroad and its two east-west connections (Depot Court and Brook Street extension) will remove most of the through traffic.

It is considered that the only alternative to such one-way routing is to substantially widen the right-of-way and roadway for the entire lengths of the streets involved. Even with diversion of through traffic, Main Street will always carry heavy volumes. Thus separation of moving and parking lanes will eventually be needed in any case, but could not be accomplished without such widening (unless moving lanes in one direction are eliminated).

(7) Other minor improvements. The plan also indicates several other desirable changes, including: (a) rounding of the corner at the intersection of Brook and Main Streets and the installation there of a small traffic island. (b) Construction of a one-way street from Main Street into the municipal parking lot opposite the end of Elm Street. (c) Changing the direction of traffic flow on Highland Avenue extension to one-way north.
Parking

Proposals for changes in parking conditions in the business center include the following:

(1) Improvement of the present municipal lot. The plan of the business center shows a suggested enlargement of this lot and rearrangement of spaces within it. Enlargement would be to the north (into the area occupied by the Pleasant Street curve) and to the east (along the rear of existing lots). One additional row of angle spaces would then be possible, as well as more spaces in each row. Landscaping of the entire property in the manner suggested in some variation of this would further enhance its appearance.

A detailed survey of parking conditions indicated that there are sufficient spaces in the lot to serve parking demands at the present time. However, as new or expanded business uses come into being, a proportionate increase in spaces will be required. Thus, the plan shows what is believed to be sufficient area in the public lot for long-duration parking to serve business expansion of the magnitude contemplated. In addition to the parking spaces laid out in the municipal lot, which are primarily for long-duration shoppers, spaces for short-term shoppers and other customers at particular establishments should be provided as new buildings are erected.

(2) Angle parking bays along Main Street, Depot Court, and Ripley Road. As already noted, angle parking strips would be continued on Main Street, both north and south of Elm Street. Also, the short lane of angle parking on Depot Court (in front of the Post Office) would be retained, and a similar area provided on Ripley Road opposite the property zoned for business.

These parking strips should all be provided with their own parking lanes, physically separated from moving traffic. This involves the construction of curbed basins extending from the present curb line into what is now the pavement area, at selected locations as shown. These would generally be at the beginning and end of each long row of parked cars and would create, in effect, parking bays. The depth of these basins would be roughly equal to the length of a car parked at an angle (about fifteen feet). All would be graded to sidewalk level. Where located at a crosswalk, they would also contain an extension of the sidewalk; otherwise, they would be developed as planting areas containing low shrubbery or high-trimmed trees.

The plan also recommends the construction of a narrow curb or other physical barrier between the parking lane serving each bay and the adjacent lanes of moving traffic. Initially, line on the roadway, pavement inserts or other temporary forms of barrier could be used on a trial basis.

It is believed that the improved appearance of the business district and the easier traffic movement that would be brought about by the construction would be more than offset any difficulties that might arise in connection with maintenance of the landscaping or with snow removal. Entering and leaving existing angle parking spaces would be so much easier and quicker than at present that their capacity would be substantially increased.

Greater safety to pedestrians and to both moving and parking vehicles would certainly result, which will be more and more important as volumes grow over the years.

Business Development

The preceding plan suggests one possible arrangement of new buildings in this area. Even though individual buildings may be placed quite differently than drawn, it is believed that the following principles should be followed.

First, the business area proper should be confined to the greatest extent possible within a looped system of streets, to maximize access. Similarly, the area encompassed by the looped system should be made as large as feasible. (Hence, the recommendation to keep the new Access Highway away from the tracks on the west and the recommendation to realign Pleasant Street to the north.) Thirdly, business development between Elm Street and the parking lot should be laid out in such a way as to avoid creating undesirable and unusable "back yards" facing the parking lot.

Center Appearance

A program for improving the general environment in the Center is recommended, including the following:

(1) Landscaping of certain public areas. The preceding plan shows suggested tree and shrub planting in the municipal parking lot, on the proposed peninsulas at each end of the parking bays along the streets, and on several of the existing or proposed traffic islands. The planting of trees (trimmed high to avoid visual obstruction of cars) will eventually provide some summer shade, will offset the poor appearance of many of the buildings, and will generally improve the character of the business district.

(2) Coordination of store design. This contemplates the preparation of an architectural plan for the facades of all major buildings in the business district. It has been suggested locally that this plan might be based on a colonial style, consistent with the prevailing residential architecture. However, even if a more contemporary style is favored, the main point is to work toward some uniformity and gradually eliminate the present unattractive mixture of forms, shapes, and colors. Changes need not be made all at once. If the owners voluntarily cooperate, improvements which are constantly occurring in any case, could then be made in relation to an overall design instead of on a piecemeal basis as at present.

As a minimum, the design might provide for certain structural features extending continuously from one building to the next; as a maximum, it might involve merely a painting or other surface treatment in accord with an agreed upon color scheme, plus the display of signs of the same general style.
CAPITAL BUDGET PROGRAM

GENERAL

Introduction

The final portion of the overall General Plan Study—a capital budget program, covering the years 1962 through 1967—is prepared for the Planning Board of the Town of Cohasset by Charles M. Evans & Associates. This program shows the estimated financial impact of carrying out proposals advanced by the overall plan. It also provides a compilation of the Town’s financial data since 1952 for comparative purposes. The full and detailed budget has been published as a separate report, the major provisions of which are summarized below.

Definition of Capital Outlays

For the purposes of this budget, a capital outlay is defined as an expenditure of $100 or more for equipment or of $1,000 or more for construction or a physical betterment or improvement, the useful life of which is expected to exceed one year. This includes (1) both additional and replacement equipment; (2) alterations which increase the value and/or usefulness of existing facilities; (3) long-range programs whose annual cost may be less than $1,000 but whose total cost substantially exceeds that amount.

Financing and Cost

The recommendations for financing the capital outlays for the budget period (1962-1967), as presented in the accompanying schedule, are based on the following assumptions:

(1) That recurring outlays will be paid from current taxes rather than by bonding.

(2) That an increase in debt to the extent allowed by the debt limit of the Town is preferable to further increases in tax rates.

(3) That use of state and federal aid will be made to the fullest extent possible.

(4) That a certain amount of "free cash" will be available annually to finance certain projects.

(5) That part of the cost of the sewerage program will be met by betterment assessments in accordance with the General Laws of the Commonwealth.

(6) That no major change in the general price level will take place during the budget period.

All items not financed according to the method proposed in one of the thirteen footnotes to that Schedule are recommended to be financed from the tax levy. A separate schedule in the full report presents the amounts required from all the various recommended sources to finance all the projects listed in the program. Should these recommendations be followed, a total of $421,500 for the budget period (1962-1967), would come from the tax levy.

Other schedules included in the full report give the estimated debt service expense during the budget period, a projection of operating expenses by the various departments, a projection of taxes and other charges against the Town, and an estimate of income from all sources, broken down into major categories.

The full report includes, as a separate schedule, a list of the projects deferred until after 1967, which total an additional 2.25 million dollars, not including items which would be financed from water revenue nor items for equipment replacement or additions. Of this amount, $355,500 represents deferred items recommended in connection with the development of Cohasset Harbor and the adjacent area.

Reference should be made to the full report for an explanation of major equipment items, priority considerations and other details of the outlay schedule.

RECOMMENDED OUTLAYS

The accompanying table, entitled "Capital Outlay Schedule," lists recommended outlays and improvements for the six-year period, beginning in 1962 and ending in 1967, with an estimated total cost of $2,768,875. The yearly totals during the budget period vary widely due to the fluctuating needs of the Town’s departments and the scheduling of specific community facilities for a particular year. The schedule has been worked out according to a relative priority determined by the consultants, with due consideration for the operating programs of the various departments and the general financial structure of the Town.

Many projects recommended in the several General Plan reports, as well as equipment items recommended by department heads and endorsed by the consultants, have not been scheduled within the budget period because the projects which have been scheduled for those years appear to have a higher priority, and because of the impact upon tax rates that would result were more projects included within the budget period.
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<td>建设人行道及自行车道(6)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>300</td>
<td></td>
<td>300</td>
</tr>
<tr>
<td>总计休闲</td>
<td>3,930</td>
<td>2,080</td>
<td>15,000</td>
<td>16,000</td>
<td>6,400</td>
<td></td>
<td>49,110</td>
</tr>
<tr>
<td>-----------------------------------------------</td>
<td>------</td>
<td>------</td>
<td>------</td>
<td>------</td>
<td>------</td>
<td>------</td>
<td>-------</td>
</tr>
<tr>
<td>Sewage System:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Phase I(12)</td>
<td>184,000</td>
<td>189,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>184,000</td>
</tr>
<tr>
<td>Phase II(12)</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>189,000</td>
</tr>
<tr>
<td>Drainage Engineering Plan(8)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>10,000</td>
</tr>
<tr>
<td>Investigation and Acquisition of New Sources of Water Supply(13)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3,000</td>
</tr>
<tr>
<td>Revision of Water Dept. Engineering Plans(13)</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>3,000</td>
</tr>
<tr>
<td>Replacement of Water Mains and Modernization of System(13)</td>
<td>5,000</td>
<td>5,000</td>
<td>5,000</td>
<td>5,000</td>
<td>5,000</td>
<td>5,000</td>
<td>30,000</td>
</tr>
<tr>
<td><strong>TOTAL UTILITIES</strong></td>
<td>6,000</td>
<td>190,000</td>
<td>16,000</td>
<td>178,000</td>
<td>6,000</td>
<td>6,000</td>
<td>399,000</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conservation Commission</td>
<td>7,100</td>
<td>7,300</td>
<td>7,500</td>
<td></td>
<td></td>
<td></td>
<td>21,900</td>
</tr>
<tr>
<td>Stabilization Fund(6)</td>
<td>12,000</td>
<td>12,000</td>
<td>12,000</td>
<td>12,000</td>
<td>12,000</td>
<td></td>
<td>60,000</td>
</tr>
<tr>
<td><strong>TOTAL MISCELLANEOUS</strong></td>
<td>19,100</td>
<td>19,300</td>
<td>19,500</td>
<td>12,000</td>
<td>12,000</td>
<td></td>
<td>81,900</td>
</tr>
<tr>
<td>Departmental Equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water Department Equipment(13)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Miscellaneous Equipment-All Other Deps.</td>
<td>5,500</td>
<td>11,925</td>
<td>10,000</td>
<td>9,125</td>
<td>5,500</td>
<td>6,125</td>
<td>4,000</td>
</tr>
<tr>
<td><strong>TOTAL DEPARTMENTAL EQUIPMENT</strong></td>
<td>14,850</td>
<td>11,925</td>
<td>10,000</td>
<td>9,125</td>
<td>5,500</td>
<td>6,125</td>
<td>52,225</td>
</tr>
<tr>
<td><strong>GRAND TOTAL OUTLAYS</strong></td>
<td>$840,080</td>
<td>504,705</td>
<td>204,400</td>
<td>321,025</td>
<td>575,400</td>
<td>319,265</td>
<td>2,784,875</td>
</tr>
</tbody>
</table>

**TO BE FINANCED BY:**

1. 10 year bonds.
2. 20 year bonds.
3. $75,000 from Stabilization Fund plus immediate State grant of $75,000; 20 year bonds for balance of $350,000.
4. $50,000 from Library Special Fund; 20 year bonds for $30,000 balance.
5. Free Cash.
6. $10,000 from Sale of Real Estate Fund plus $12,800 from Free Cash.
7. State grant for 75% ($152,250) of total cost plus $15,000 balance from previous appropriation for dredging purposes.
8. State grant for 50% of total cost plus 50% from Tax Levy.
9. State grant for 50% of total cost plus 50% from Free Cash.
10. Funds of the Conservation Commission to qualify for State reimbursements (up to 50%) on completion of projects.
11. Federal Grant (est. $59,000) plus Betterment Assessments (est. $26,000); 30 year bonds for balance of $189,000.
12. Federal Grant (est. $21,000) plus Betterment Assessments (est. $40,000); 30 year bonds for balance of $108,000.
13. Departmental Revenue.
EFFECT ON THE TAX RATE

Estimated Tax Impact

If future trends in Town revenues, expenditures and valuations develop as forecast, the proposed budget program would result in the following tax rates for each of the six years of the budget period:

<table>
<thead>
<tr>
<th>Year</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1962</td>
<td>$91.30</td>
</tr>
<tr>
<td>1963</td>
<td>97.90</td>
</tr>
<tr>
<td>1964</td>
<td>100.80</td>
</tr>
<tr>
<td>1965</td>
<td>102.20</td>
</tr>
<tr>
<td>1966</td>
<td>102.00</td>
</tr>
<tr>
<td>1967</td>
<td>106.30</td>
</tr>
</tbody>
</table>

In making these forecasts, it is assumed that the Town's total assessed valuation of property will continue to rise by at least $100,000 each year. It is also assumed that present policies in regard to estimating receipts and to the amount of Free Cash used to reduce the tax rate will be followed.

Debt Service Payments

Payments for debt service will amount to over $200,000 in each year of the budget period. It is believed that such payments have been figured conservatively, with interest rates at 1% for 30-year bonds, 3.75% for 20-year bonds and 3% for 10-year bonds. If the recommendations in this report as to financing are followed, total Town debt for most of the budget period will approximate $2,000,000.

There is no question but that such figures represent a sizeable increase in the debt load of the Town. However, the debt totals for the budget period would not exceed in any year 15% of the Town's estimated total assessed valuation.

Assessed Valuation and Equalized Tax Rates

The estimated tax rate increases for 1962 and 1963 would be less sharp were there to be a greater increase in the Town's assessed valuation than that expected in the projected figures. There is reason to believe that assessment policies in Cohasset have resulted in lower valuations on property than is warranted by actual market conditions.

A study of the equalized tax rates for 1961 also would indicate that Cohasset's apparently high tax rate is actually on the low side when compared with various neighboring communities.

Equalized tax rates are actual rates calculated on the basis of full market value of property as reported by the State Tax Commission in 1961. Such tax rates give a fair idea of true property tax burdens, and make possible a better comparison between communities in the light of the many differing assessing policies prevalent throughout the Commonwealth. The following table, derived from data prepared by the Massachusetts Federation of Taxpayers Association, Inc., gives some indication of Cohasset's present tax effort, as compared with ten other towns in the area.

<table>
<thead>
<tr>
<th>Town</th>
<th>1960 Census</th>
<th>1961 Tax Rate</th>
<th>Actual</th>
<th>Equalized</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hanover</td>
<td>5,923</td>
<td>101.00</td>
<td>35.10</td>
<td></td>
</tr>
<tr>
<td>COHASSET</td>
<td>5,840</td>
<td>77.00</td>
<td>27.00</td>
<td></td>
</tr>
<tr>
<td>Marshfield</td>
<td>6,748</td>
<td>76.00</td>
<td>37.60</td>
<td></td>
</tr>
<tr>
<td>Scituate</td>
<td>11,214</td>
<td>76.00</td>
<td>33.20</td>
<td></td>
</tr>
<tr>
<td>Braintree</td>
<td>31,069</td>
<td>71.00</td>
<td>30.80</td>
<td></td>
</tr>
<tr>
<td>Duxbury</td>
<td>4,727</td>
<td>71.00</td>
<td>18.40</td>
<td></td>
</tr>
<tr>
<td>Hingham</td>
<td>15,378</td>
<td>66.00</td>
<td>35.40</td>
<td></td>
</tr>
<tr>
<td>Kingston</td>
<td>4,302</td>
<td>62.00</td>
<td>31.50</td>
<td></td>
</tr>
<tr>
<td>Norwell</td>
<td>5,207</td>
<td>60.00</td>
<td>30.00</td>
<td></td>
</tr>
<tr>
<td>Weymouth</td>
<td>48,177</td>
<td>60.00</td>
<td>31.20</td>
<td></td>
</tr>
<tr>
<td>Hull</td>
<td>7,055</td>
<td>44.00</td>
<td>38.30</td>
<td></td>
</tr>
</tbody>
</table>

When compared with the towns listed above, Cohasset's actual tax rate is exceeded only by that of Hanover. However, when equalized tax rate figures are compared, Cohasset is exceeded by all other towns in the list, with the conspicuous exceptions of Duxbury and Weymouth. Such a comparison substantiates the belief that property in the Town is assessed very low in relation to true value, with the result that tax rates appear to be extravagantly high. In reality, the actual tax burden is a great deal less than in many other nearby communities.