



CAPE COD
COMMISSION

2012 REGIONAL TRANSPORTATION PLAN
Chapter 6: Congestion Management

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6. Congestion Management

Any urban area with a population over 200,000 is considered a Transportation Management Area, which subjects it to additional planning requirements under the Surface Transportation Program. The Cape Cod Region has been designated as a Transportation Management Area (TMA) based on the 2000 Census and is in a non-attainment area for air quality with excessive ozone levels. Under the federal statutes that define the MPO processes and requirements, these conditions make the establishment of a Congestion Management Program (CMP) a requirement of the Cape Cod Metropolitan Planning Organization (MPO).

6.1. CONGESTION MANAGEMENT PROGRAMS - BACKGROUND

Congestion Management Programs are intended to be a systematic way of:

- Monitoring, measuring, and diagnosing the causes of congestion on a region's multi-modal transportation system;
- Evaluating and recommending alternative strategies to manage or mitigate regional congestion; and
- Monitoring and evaluating the performance of strategies implemented to manage or mitigate congestion.

The CMP is also intended to be a planning tool to help reduce mobile source emissions and improve regional air quality. To support this planning tool, monitoring of transportation system performance is an ongoing activity for the Cape Cod region.

“Congestion” is defined as travel time or delay in excess of that normally incurred under light or free-flow travel conditions. There are two primary types identified for congestion and a successful congestion management program should address both types of congestion. The two types of congestion are:

1. Recurring congestion that tends to be concentrated into short time periods, such as "rush hours" and is caused from excessive traffic volumes resulting in reduced speed and flow rate within the system, and
2. Non-recurring congestion caused from unforeseen incidents (road accidents, spills, and stalls) which affect the driver behavior to a considerable extent.

Critical to the concept of congestion management is the understanding that the acceptable system performance may vary by type of transportation modes and systems, geographic location, season, and/or time of day. The CMP must reflect parameters that identify the degree to which travel time and/or delays are within locally acceptable standards of mobility to meet the needs of individual states or metropolitan areas.

Significant Legislative Elements:

The CMP shall be developed, established, and implemented as part of the metropolitan planning process in accordance with 23 CFR 450.320(c). The statute includes the following requirements:

1. Methods to monitor and evaluate the performance of the multimodal transportation system, identify the causes of congestion, identify and evaluate alternative actions, provide information supporting the implementation of actions, and evaluate the efficiency and effectiveness of implemented actions.
2. Definition of parameters for measuring the extent of congestion and for supporting the evaluation of the effectiveness of congestion-reduction and mobility-enhancement strategies for the movement of people and goods. Since levels of acceptable system performance may vary among local communities, performance measures and service thresholds should be tailored to the specific needs of the area and established cooperatively by the State, affected MPO(s), and local officials in consultation with the operators of major modes of transportation in the coverage area.
3. Establishment of a program for data collection and system performance monitoring to define the extent and duration of congestion, to help determine the causes of congestion, and to evaluate the efficiency and effectiveness of implemented actions. To the extent possible, existing data sources should be used, as well as appropriate application of the real-time system performance monitoring capabilities available through Intelligent Transportation Systems (ITS) technologies.
4. Identification and evaluation of the anticipated performance and expected benefits of appropriate traditional and nontraditional congestion management strategies that will contribute to the more efficient use of existing and future transportation systems based on the established performance measures. The following categories of strategies, or combinations of strategies, should be appropriately considered for each area:
 - Transportation demand management measures, including growth management and congestion pricing;
 - Traffic operational improvements;
 - Public transportation improvements;
 - ITS technologies; and,
 - Where necessary, additional system capacity.
5. Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy (or combination of strategies) proposed for implementation.
6. Implementation of a process for periodic assessment of the efficiency and effectiveness of implemented strategies, in terms of the area's established performance measures. The results of this evaluation shall be provided to decision makers to provide guidance on the selection of effective strategies for future implementation.

Air Quality Non-attainment Areas

In a Transportation Management Area (TMA), such as the Cape Cod region which is designated as being a non-attainment area for ozone, the federal statute also requires that the CMP perform an analysis of all reasonable travel demand reduction and operational management strategies for a corridor in which a proposed project will result in a significant increase in capacity for single-occupant vehicles (SOVs). This includes adding general purpose lanes to an existing highway or constructing a new highway and should consider multimodal strategies. If the analysis demonstrates that travel demand reduction and operational management strategies cannot fully satisfy the need for additional capacity in the corridor and additional SOV capacity is warranted, then the CMP shall identify all reasonable strategies to manage the SOV facility effectively, or to facilitate its management in the future.

Other travel demand reduction and operational management strategies appropriate for the corridor, but not appropriate for incorporation into the SOV facility itself shall also be identified through the CMP. All identified reasonable travel demand reduction and operational management strategies shall be incorporated into the SOV project or committed to by the State and MPO for implementation.

6.2. SYSTEM MONITORING AND DATA COLLECTION

A number of tasks are being performed annually to monitor traffic on Cape Cod.

The data collected in the monitoring process will be continually compared to the measures developed to define congestion. The comparison will be used to identify congested areas and trigger an investigation into the nature of the demand problems. These demand issues are expected to include regional traffic flows, local traffic generators, geometric problems, and access problems.

The following programs are currently underway and will continue. These existing programs are anticipated to provide the bulk of the data for the CMP.

Traffic Counting Program

The Cape Cod Commission, funded by MassDOT, has been collecting traffic data since 1984. This data includes traffic volumes on key roadway segments around Cape Cod and turning movement counts collected at key intersections. The traffic counting program is established in a systematic way to provide historic data at key locations as resources allow. Counts are also made to support traffic studies and, in areas of concern, to identify congested situations. Development of the annual traffic counting program is done in consultation with the Cape Cod Joint Transportation Committee. The principal product of this effort is the annual traffic counting report.

The traffic counting program will continue to provide data for the CMP. Examination of changes in traffic volume will be done and trends will guide further investigation of traffic problems as part of the CMP. As the traffic counting program is defined each

spring, counts to investigate suspected or identified congestion areas will be included. In addition, counts will be programmed to monitor congestion in areas where CMP initiatives are in place.

Travel Time Analysis

Travel time has been monitored on a limited basis. Recently, GPS technology has made developing and recording travel time studies easier. Opportunities to use data provided by the automatic vehicle locators on all CCRTA vehicles is currently being explored. It is expected that this data will be useful in identifying congested areas and congested travel time periods on many of the Cape's major traffic corridors. The Cape Cod Commission is developing this procedure along with Bridgewater State College's GeoGraphics Lab and the CCRTA. Seasonal and weather related traffic trends are to be identified with this data and potentially develop strategies to address them. Additional GPS travel time studies will be recommended to support the CMP investigations especially in identifying problem areas within a corridor.

Park-and-Ride Usage

Park and Ride lot counts are conducted routinely at the three MHD lots in the Cape Cod region and occupancy developed in terms of capacity. A detailed study was performed to determine use of the two primary lots in Barnstable and Sagamore including determining overnight use and use by the day of week and time of year. The use and occupancy of the Cape's park-and-ride lots will continue to be monitored.

Transit Usage

Ridership data is collected routinely by the mobile data computers linked to the fare boxes on the entire fixed route CCRTA system. The ridership on the demand response services (B-Bus) is also recorded by the CCRTA. This data has not been studied by the Cape Cod Commission and development of detailed transit use and patterns of travel will be incorporated into the CMP.

6.3. CRITERIA FOR MEASURING CONGESTION

Criteria, measures of congestion, and the CMP are currently under development and these must be designed to respect the Regional Transportation Plan (RTP) goals and the philosophy designed to preserve the valued aspects of Cape Cod. This will likely make the standards adopted in many other regions unacceptable for Cape Cod.

Cape Cod is a unique place with extreme fluctuations in traffic over the course of a year due to the recreational nature of the region. The sensitive ecologic and aesthetic nature of the region have long been cherished and this has been reflected in the goals developed for the RTP.

The philosophy of the Cape Cod RTP is not to build to accommodate the peak season demand but to provide adequate transportation for year-round travel and to provide and promote alternatives to the automobile. This philosophy is different from the majority of the regions in Massachusetts and across the nation. The philosophy of the Plan places much more emphasis on management of traffic and providing alternatives to the automobile for transportation rather than accommodating traffic demand.

The development of congestion criteria will be done initially as a separate exercise along with a public process to develop measures consistent with the philosophies in the RTP. The measures will be included in the RTP to allow review of these measures and potential updates on a periodic basis in conjunction with the review of the RTP goals and objectives.

Measures of seasonal as well as year round congestion need to be developed through the traffic counting program in addition to monitoring of the travel times as well as transit usage. Development of relative conditions and trends between seasonal demand and winter demand periods must also occur to help determine appropriate strategies for addressing congestion

Develop Measures of Roadway Congestion

Thresholds for determining acceptable levels of service will be proposed on the basis of volume to capacity ratios and reviewed in terms of defining the extent of congestion or to what extent these levels of service are exceeded on the Cape. Additional measures of congestion are to be defined in terms of delay. Travel time analysis and intersection studies will be used to identify the locations and corridors that exceed these thresholds.

In addition to the levels of traffic, measures of scenic and ecologic value will be included in the criteria for defining congestion. These criteria will help guide the solutions proposed to resolve identified congestion.

Develop Measures of Public Transportation Congestion

Public transportation is becoming increasingly important for Cape Cod. More than half (51 percent) of Cape households are considered “low income” according to the *Barnstable County Affordable Housing Needs Analysis* (Barnstable County Human Services Department, 1999) and alternatives to owning cars is becoming more important. The percentage of the population over 65 was 23.1% in the 2000 census and this segment of the population is growing. Many elders have difficulty driving and are becoming reliant on alternative forms of transportation.

Development of measures of congestion and effectiveness for various modes of public transportation on Cape Cod and related solutions to identified problems must be consistent with the goals (shown in the following table) developed by the Cape Cod Transit Task Force in the 5-Year Plan for public Transportation developed in 2002.

TABLE 1 - CAPE COD TRANSIT TASK FORCE GOALS

Goal	Description
1.	Reduce automobile dependency by providing mobility options.
2.	Mitigate seasonal traffic by promoting travel to the region without cars, and by providing seasonal public transportation options.
3.	Meet the needs of the year-round population for public transportation, especially the needs of those who are "transit dependant" and in need of human services.
4.	Develop coordination, communication, and cooperation between regional public transportation providers.
5.	Incorporate smart growth and land use planning decisions into the development of public transportation.

6.4. ANALYSIS

The data collected in the monitoring process will be continually compared to the measures developed to define congestion. The comparison will be used to identify congested areas and trigger an investigation into the nature of the demand problems.

These demand issues are expected to include regional traffic flows, local traffic generators, geometric problems, and access problems. The annual traffic studies pursued by the Cape Cod MPO staff will be guided by the CMP and target areas for further study.

- Identify Areas of Roadway Congestion
- Identify Areas of Transit Congestion

To further facilitate public comment, a five-page RTP questionnaire was distributed at public meetings. The questionnaire was also announced in the Cape Cod Commission *Reporter* newsletter, and on the Cape Cod Commission Transportation Information Center included an on-line option for respondents to use at this address:

www.gocapecod.org/rtp

The questionnaire included questions on goals and priorities, identification of local and regional safety problems, and regional congestion problems. There were also a number of example projects for respondents to indicate their support (or opposition).

Twenty-eight comment forms were submitted electronically or collected at public meetings. One of the most valuable benefits of this input was the generation of potential solutions. These are discussed at length in a later chapter of the RTP (Analysis of Alternatives). The questionnaire was also used to gauge respondents' views regarding congestion. When considering the region as a whole, common congestion themes emerged including locations such as:

- Cape Cod Canal Bridges
- Yarmouth Road/Willow Street in Barnstable
- Route 28 from Falmouth to Yarmouth, especially in the Hyannis area.

The respondents were also asked to “...list the top three areas that have the worst LOCAL TRAFFIC DELAY problems” for the town that they resided in or spent the most time in. The following table presents a list of the top two locations identified from the questionnaire:

TABLE 2 - RTP LOCAL TRAFFIC DELAY AREAS (FROM PUBLIC COMMENT FORM)
(Responses as of 8/23/2010)

Town	Location#1	Location #2
Barnstable	Route 132 signals	Yarmouth Road/Willow Street
Bourne	Bourne Rotary	Sandwich Road
Eastham	Route 6 southbound to Eastham Rotary	Route 6 northbound @ Wellfleet town line
Falmouth	Teaticket Highway (Route 28)	Route 28 @ Jones Road/Ter Heun Drive
Harwich	Main Street (Route 39) @ Route 124	Route 6 Exit 11 off ramp
Mashpee	Mashpee Rotary	Route 151 @ Old Barnstable Road
Orleans	Route 6A @ Main Street	Main Street @ Old Colony Way
Truro	Left turns onto Route 6	
Yarmouth	Route 28 in West Yarmouth	Route 28 @ Station Avenue

6.5. DEVELOP STRATEGIES TO ADDRESS IDENTIFIED PROBLEMS

The following subsections include descriptions of the process to be used to produce CMP strategies.

6.5.1. RECOMMENDATIONS

The results of the CMP will include the generation of studies to address issues that exceed the criteria developed to define transportation congestion for the region. These studies will produce recommendations that will be included in the RTP and TIP processes to be considered for construction or implementation.

Proposed Products

Develop CMP projects from the CMP Study recommendations and include them in the evaluation process for the region’s RTP and TIP.

6.5.2. RECOMMENDATIONS FOR LOCATION SPECIFIC ACTIONS/STUDIES

Recommendations to the MPO to address issues that exceed the criteria developed to define transportation congestion for the region will generally come from studies conducted by the Cape Cod Commission transportation staff. Recommendations may also be developed by the towns and the CCRTA. All recommended projects and strategies will be evaluated by the Commission and the Cape Cod Joint Transportation Committee using the MassDOT evaluation criteria and with the RTP goals. Based on these evaluations, the CMP projects will be considered by the MPO for inclusion in the RTP and compete for funding within the TIP.

6.5.3. RECOMMENDATIONS FOR REGIONAL ACTIONS/STUDIES

Some congestion problems will need to be addressed on a corridor-wide or system basis or require significant investments. Studies or remedial actions will be recommended to the MPO for their consideration and potential inclusion in the TIP or the UPWP. Projects with regional significance may become an initiative of the Statewide Transportation Program. These proposed projects may require a more extensive evaluation with regard to conformity with the Massachusetts State Implementation Plan (SIP). These projects may also become Transportation Control Measures (TCMs) and included as such in the SIP submitted to EPA.

6.6. CONGESTION MANAGEMENT REPORTING

The CMP is an ongoing program that documents the region's mobility concerns. The CMP contains the most recent performance monitoring information for the regional transportation system. The information and general analysis of the system, using the criteria defined in the CMP and RTP processes, will provide the basis for the Cape Cod Commission Transportation staff and the Cape Cod Joint Transportation Committee to make recommendations. These recommendations will be made to the Cape Cod MPO as congestion reducing and mobility enhancing actions to be considered in the MPO planning and programming processes. The main means of providing congestions information is via the Cape Cod Commission's Transportation Information Center on the internet:

www.gocapecod.org/congestion

The following figure is a screen capture of the main Congestion Management webpage on the website. Users have access to traffic cameras, speed maps, automated bus locators, trip planners and a number of other tools to identify and avoid congestion.



FIGURE 1 – CONGESTION MANAGEMENT WEBSITE MAIN PAGE

6.7. SUMMARY OF 2009 TRAFFIC COUNTING ACTIVITIES

The traffic counting program is the base data source for developing trends in traffic growth and potential for growth in traffic congestion. The following information is from the *Cape Cod 2009 Traffic Counting Report* published in December 2009. The full report and access to mapped traffic counts are available at:

www.gocapecod.org/counts

According to Cape Cod Commission and MassDOT traffic counting data, Cape-wide traffic increased 4.51% from 2008 to 2009.

The information presented in the following tables and figures includes calculated traffic growth rates for sub-regions and major roads in Barnstable County.

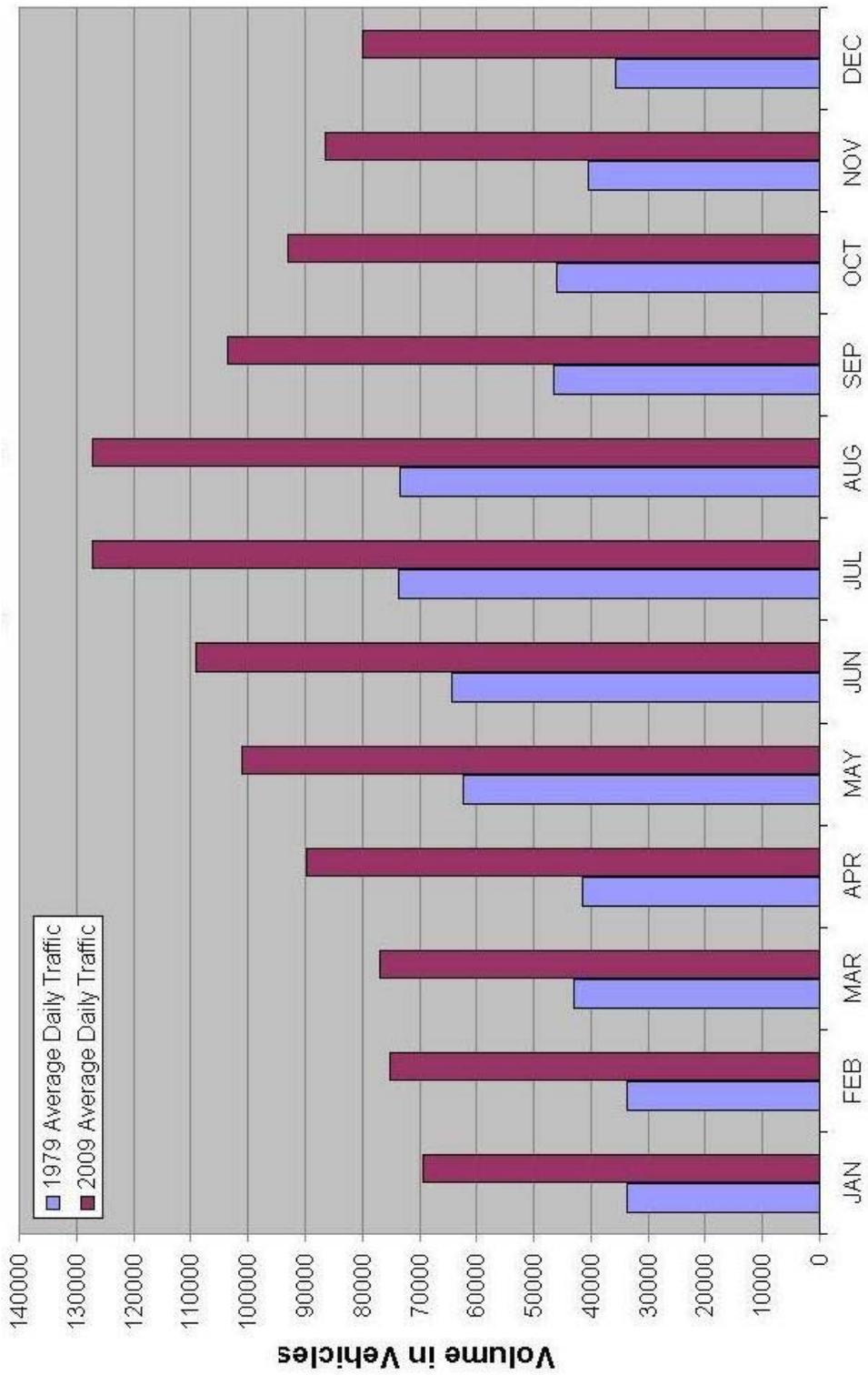
TABLE 3 - CAPE COD SUMMER TRAFFIC GROWTH: 1999-2009

Region	Number of Comparisons	10 Year Total Growth	10 Year Average Annual Growth Rate
Upper Cape	112	-5.99%	-0.62%
Mid-Cape	86	-10.35%	-1.09%
Lower Cape	76	-11.87%	-1.26%
Outer Cape	56	-13.74%	-1.47%
All Roads	330	-9.05%	-0.95%

“Upper” = Bourne, Sandwich, Falmouth, Mashpee “Lower” = Harwich, Chatham, Brewster, Orleans

“Mid” = Barnstable, Yarmouth, Dennis

“Outer” = Eastham, Wellfleet, Truro, Provincetown



Source: Massachusetts Highway Department / Mass DOT

FIGURE 2 - 30 YEAR COMPARISON OF CAPE COD CANAL BRIDGE VOLUMES

6.8. EXISTING CONGESTION INDICATORS

The Cape Cod Center for Sustainability in their *Cod Sustainability Indicators Report* has developed a number of factors that bring together social, economic, and environmental indicators to be tracked over time. While no single indicator is able to give the entire picture, tracking representative indicators in many areas provides an overall sense of trends and of the Cape's progress toward becoming a sustainable region. This report has developed the following indicators for traffic and transit.

6.8.1. TRAFFIC

The Cape Cod Center for Sustainability traffic congestion indicator is based on average annual daily bridge crossings over the Sagamore and Bourne bridges for and data is available over the past 32 years. While there are many possible indicators of congestion, the bridge traffic is easy to measure, provides data on long-term trends, and has significant implications for traffic Cape wide, as many who bring their cars across the bridge use them for virtually all local or regional trips.

Bridge crossings have been rising steadily for most of the past 32 years. Starting in 1972 with 41,513 daily bridge crossings, the figures had more than doubled to 93,648 by 1998. There was a gradual increase in crossings between 1972 and 1979. At the beginning of the 1980s, the numbers continued to rise, with the most dramatic increase of 10% occurring between 1983 and 1984. Overall, there was an increase of 60% in bridge crossings from 1980 to 1990. The annual rate of increase has ranged from 0.5% to 4% during the 1990s. There are no signs indicating that these numbers will decrease in the future. The graph in the previous figure shows a 30 year comparison of monthly combined average daily traffic from 1979 and 2009.

6.8.2. GAS PRICES

Gas prices have varied significantly and affect the use of the automobile and transit. The following Massachusetts retail price/gallon data (as of November 2009) is from www.gasbuddy.com.

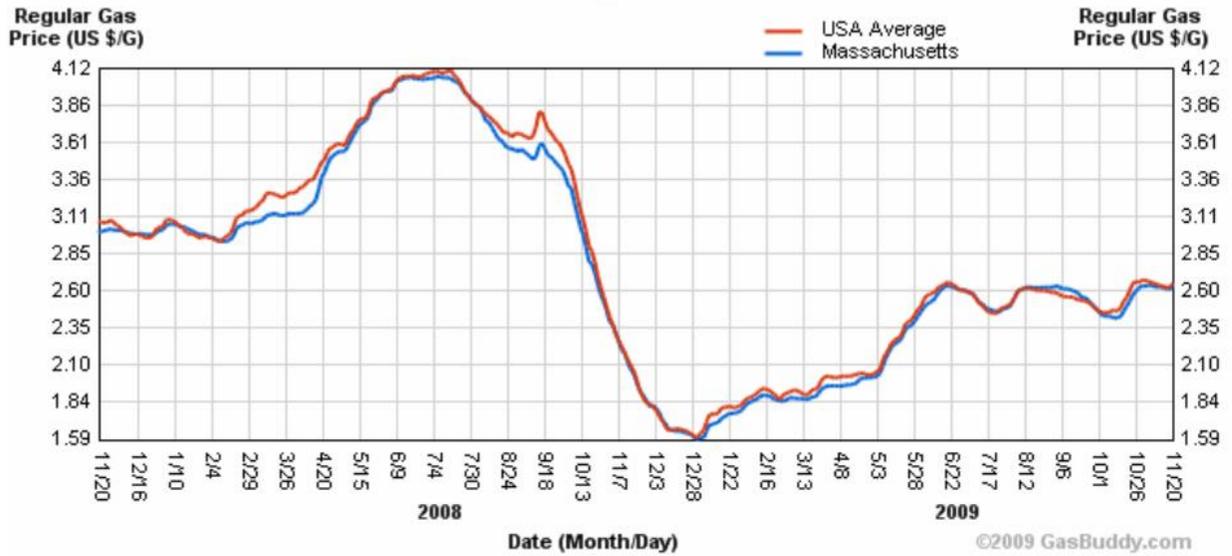


FIGURE 3 - HISTORIC GAS PRICES

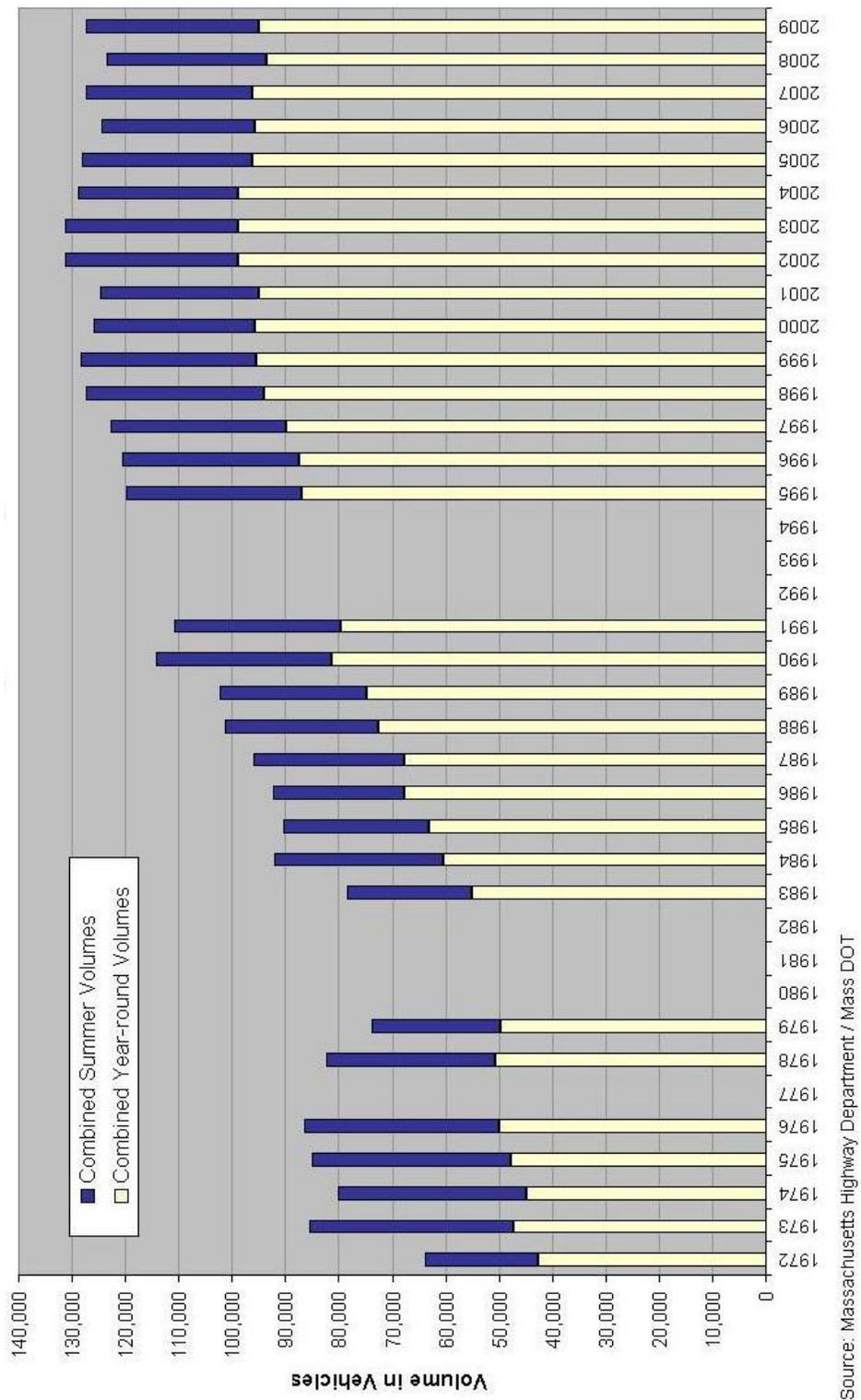


FIGURE 4 - ANNUAL AVERAGE DAILY TRAFFIC: CANAL BRIDGES

6.8.3. VOLUME TO CAPACITY RATIO OF CAPE COD ROADS

The following figures present Level of Service information for many Cape Cod locations based on the volume to capacity ratio. The thresholds for these ratios are shown in the following table:

Symbol	V/C Ratio Threshold	Level of Service (LOS)
●	0.8	C or Better
●	0.9	D
●	1.0	E
●	>1.0	F

The Level of Service (LOS) calculations are performed for locations where the CCC has collected summer traffic counting data. The traffic volumes used represent a consistent summer weekday 4-5 p.m. peak hour. Roadway capacities were extracted from the Cape Cod travel demand forecasting model and originated from the Office of Transportation Planning at MassDOT.

Roadway LOS only shows part of the congestion picture. In many cases traffic congestion bottlenecks occur at intersections. Intersection analyses are more complicated and performed on a case-by-case basis. Such locations are often identified through public input and consultations with local traffic officials such as CCJTC members.



FIGURE 5 - UPPER CAPE COD V/C RATIOS

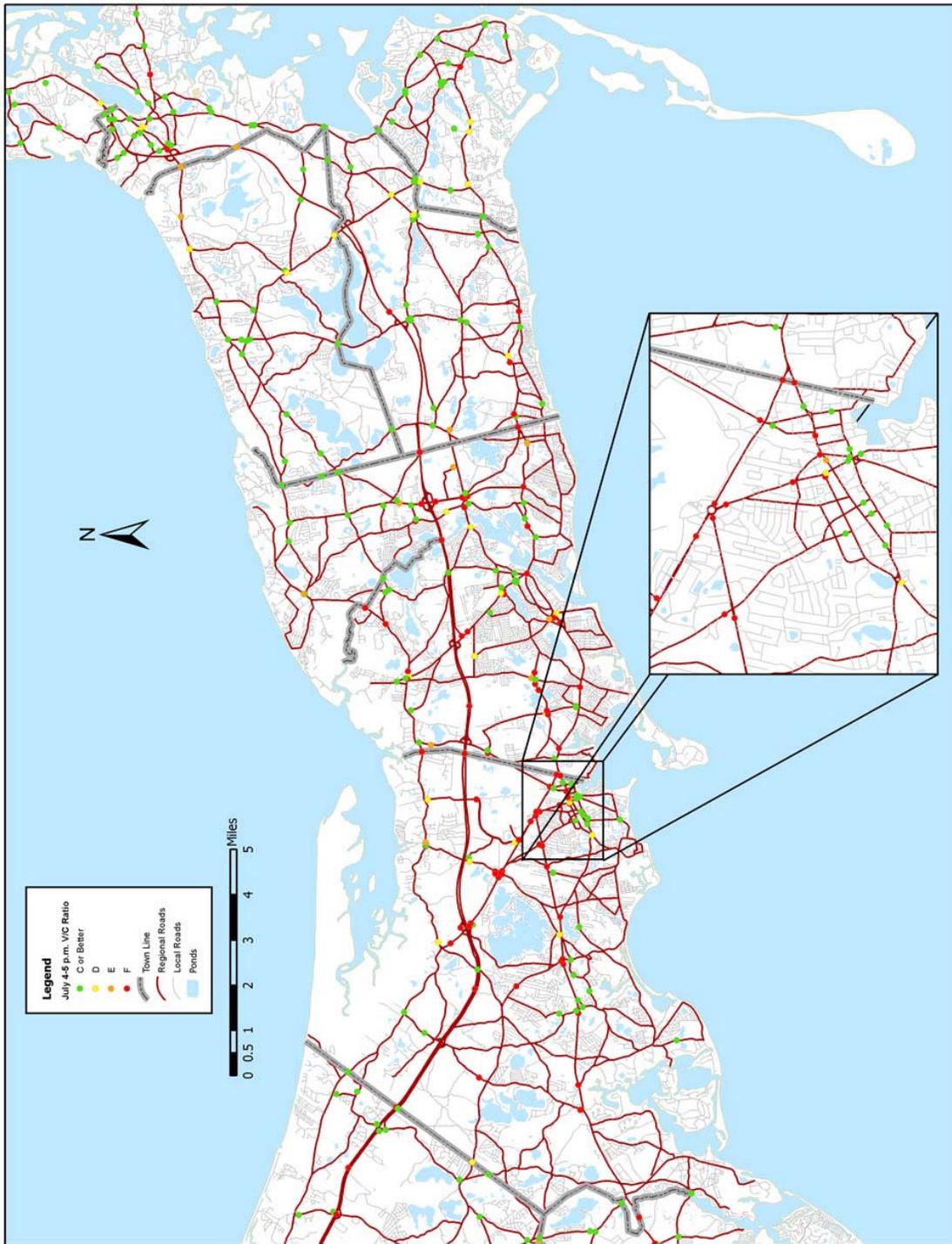


FIGURE 6 - MID-CAPE COD V/C RATIOS

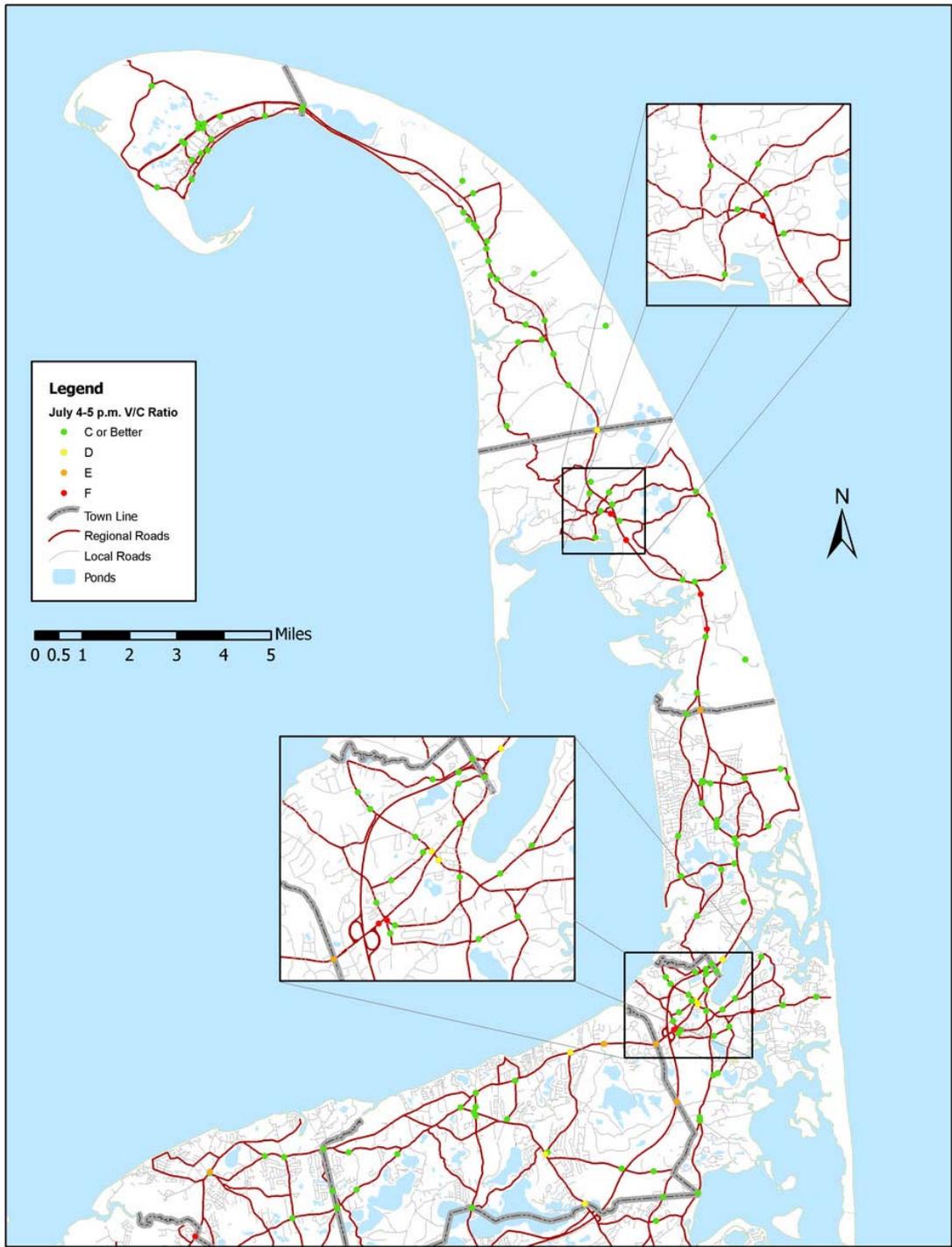


FIGURE 7 - OUTER CAPE COD V/C RATIOS

6.8.4. TRAVEL TIME CORRIDORS

The following figure shows travel time information on selected major corridors on Cape Cod (e.g., Route 28, Route 6A, and Route 6 in the Outer Cape). The CCC has collected speed data on the color-coded segments. The above graphic shows the observed speed divided by the speed limit of each road segment. (Observed speeds were collected at various times of the day during summer weekdays). Road segments color coded green include a ratio of 1.0 – this represents travel speeds matching the speed limit. Heavily congested roadways are represented in red (speed/speed limit ranges from 0.11-0.50).

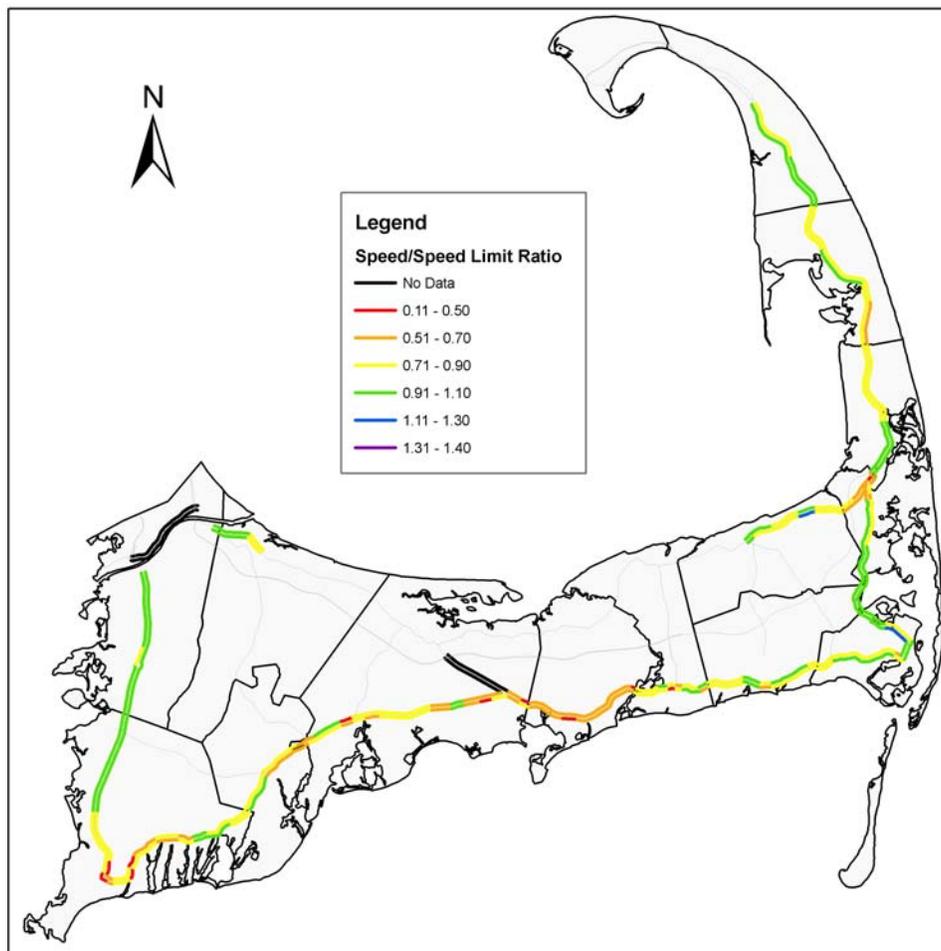


FIGURE 8 - RATIO OF SPEED/SPEED LIMIT ON SELECTED CAPE COD ROADS

6.8.5. TRANSIT GROWTH

The indicator used by the Cape Cod Center for Sustainability to monitor transit, measures the total number of riders using public transit annually. This indicator

measures local and regional (on-Cape) ridership on public transit systems, but does not measure the ridership on private carriers or commuters to Boston.

This measure of annual ridership documents one aspect of the alternatives to the automobile. The Outer Cape *Flex* service was introduced on June 1, 2006 and was more successful than anticipated and will be monitored for trends in future years.

System-wide Ridership

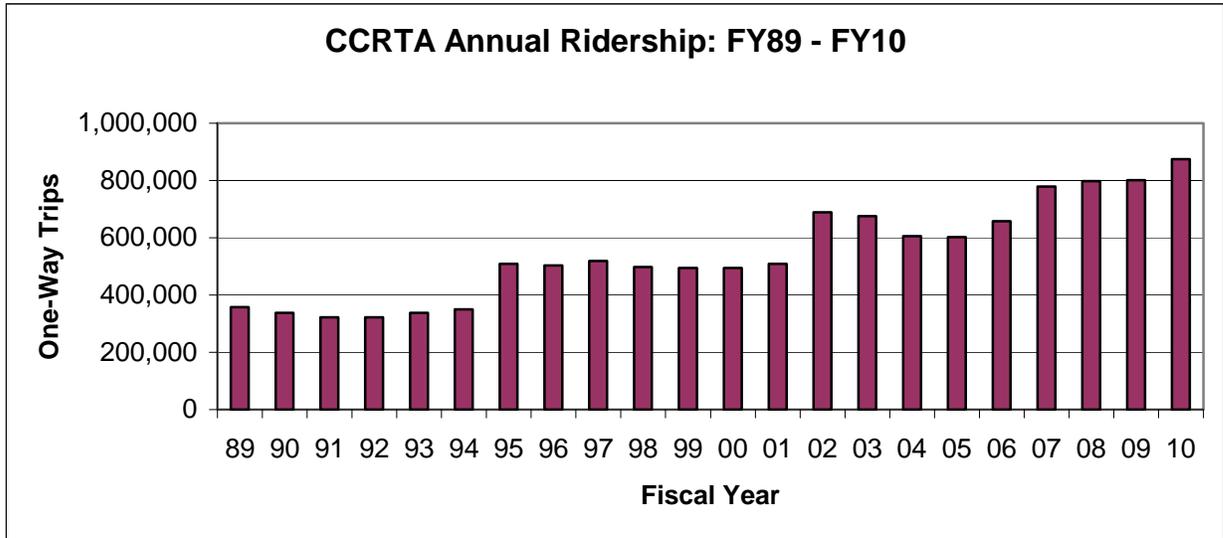


FIGURE 9 - CAPE COD RTA RIDERSHIP
 Source: Cape Cod Regional Transit Authority

FY 2010 ridership increased 8.7% from 2009 following a more modest increase of 0.3 % for the year before. Growth has varied but continued a positive trend since 2006. The Cape Cod Regional Transit Authority (CCRTA) has implemented a major new service in May 2006 (The *Flex*) on the Outer Cape that has increased their annual ridership significantly.

For reference, the following table from the 2000 Census show the numbers of reported commuters from other Counties to employment in Barnstable County.

TABLE 4 - JOURNEY TO WORK ORIGINS & DESTINATIONS

**Residence County to Workplace County
Flows for Massachusetts
Sorted by Workplace State
and County**

Res State	Res County	Res (C)MSA	Res PMSA	Residence State-County Name	Work State	Work County	Work (C)MSA	Work PMSA	Workplace State-County Name	Count
25	001	*	*	Barnstable Co. MA	025	001	*	*	Barnstable Co. MA	84,704
25	005	*	*	Bristol Co. MA	025	001	*	*	Barnstable Co. MA	1,390
25	007	9999	9999	Dukes Co. MA	025	001	*	*	Barnstable Co. MA	43
25	009	*	*	Essex Co. MA	025	001	*	*	Barnstable Co. MA	90
25	011	*	*	Franklin Co. MA	025	001	*	*	Barnstable Co. MA	16
25	013	*	*	Hampden Co. MA	025	001	*	*	Barnstable Co. MA	55
25	015	*	*	Hampshire Co. MA	025	001	*	*	Barnstable Co. MA	12
25	017	*	*	Middlesex Co. MA	025	001	*	*	Barnstable Co. MA	325
25	019	9999	9999	Nantucket Co. MA	025	001	*	*	Barnstable Co. MA	8
25	021	*	*	Norfolk Co. MA	025	001	*	*	Barnstable Co. MA	355
25	023	*	*	Plymouth Co. MA	025	001	*	*	Barnstable Co. MA	4,371
25	025	1122	1120	Suffolk Co. MA	025	001	*	*	Barnstable Co. MA	237
25	027	*	*	Worcester Co. MA	025	001	*	*	Barnstable Co. MA	82
26	125	2162	2160	Oakland Co. MI	025	001	*	*	Barnstable Co. MA	6
44	001	6480	9999	Bristol Co. RI	025	001	*	*	Barnstable Co. MA	50
44	003	6480	9999	Kent Co. RI	025	001	*	*	Barnstable Co. MA	38
44	005	*	*	Newport Co. RI	025	001	*	*	Barnstable Co. MA	32
44	007	6480	9999	Providence Co. RI	025	001	*	*	Barnstable Co. MA	159