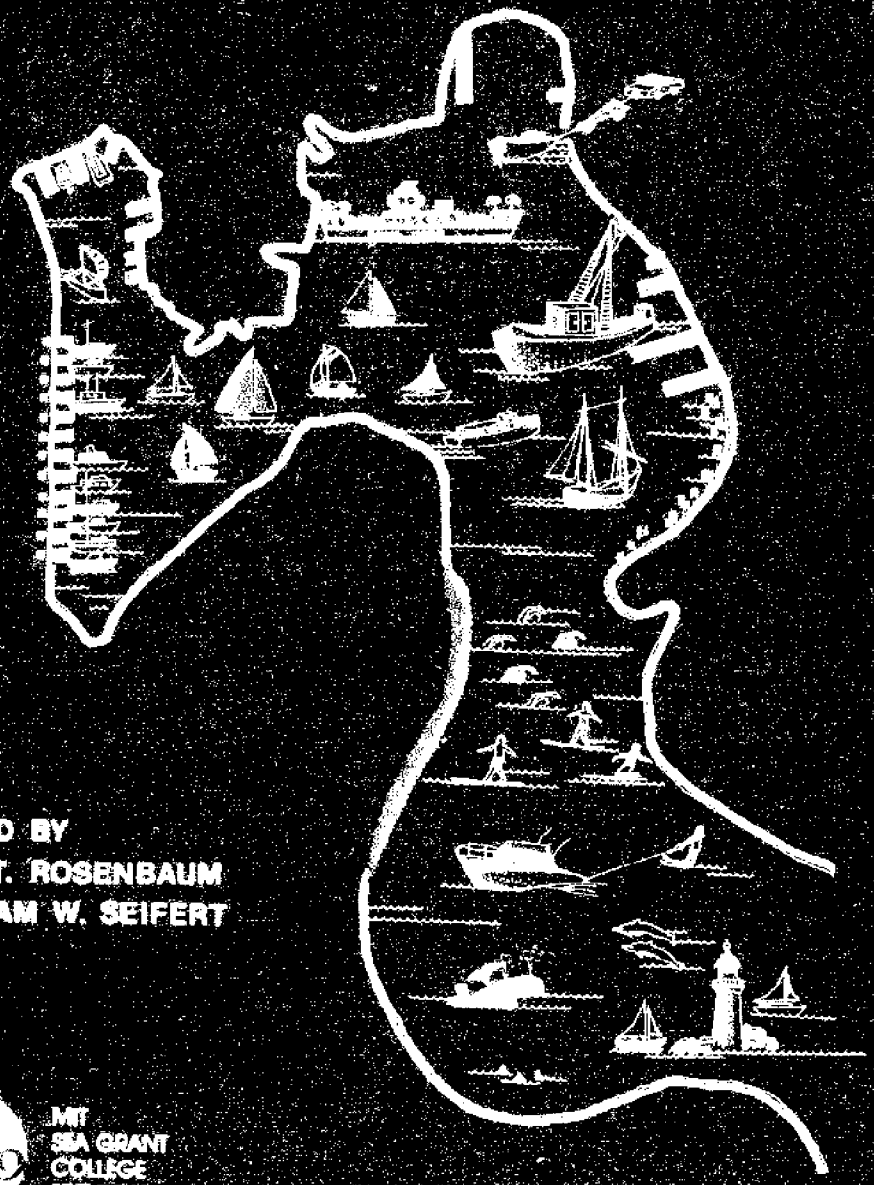
SUGGESTIONS FOR THE REVITALIZATION OF THE VILLAGE OF HYANNIS



EDITED BY
LISA T. ROSENBAUM
WILLIAM W. SEIFERT

MIT
SEA GRANT
COLLEGE
PROGRAM

SEA GRANT PROJECT MITSG 79-21

The Village of Hyannis has, since the early development of Cape Cod Massachusetts, been regarded as the commercial center for the Cape. It was blessed with a good harbor and, until relatively recently, enjoyed both rail and highway connections to Boston and New York City. Its harbor made it attractive for pleasure boating as well as fishermen and its location offered a major advantage in its development of tourism.

However, the social, technical and economic changes which have occured during the past 40 years, have been a mixed blessing for Hyannis. Its harbor has developed haphazardly; poor street traffic problems lead to severe congestion on Main Street, particularly during the busy tourist season; shopping patterns have changed with the development of the Capetown Mall and expansion of commercial activities across Route 132.

The village is cognizant of the problems it faces and concerned citizens, led by the Board of Selectmen of Barnstable, are actively developing plans for coping with them. This volume is the result of an activity undertaken under the auspices of the MIT Sea Grant Office to assist in this effort.

Chapter 1 outlines a series of specific problems which face the waterfront and downtown areas of the Village and Chapter 2 provides the reader with a brief review of present conditions. The remainder of the text addresses specific recommendations for change. These include development of a marina in the Kalmus Park area, an examination of steps for revitalizing commercial fishing, recommendation for easing traffic congestion, recommendation for implementing a shuttle bus system as a step for easing traffic congestion, recommendations for revitalizing downtown Hyannis, and finally discussion of a series of conditions which it is felt should be met if the recommendations are to be successfully implemented.

SUGGESTIONS FOR THE REVITALIZATION OF THE

VILLAGE OF HYANNIS

A Report Based on
Interdepartmental Student Projects
In Systems Engineering at the
Massachusetts Institute of Technology

Edited by

Lisa T. Rosenbaum
and
William W. Seifert

December 1979

M.I.T. Sea Grant College Program
Massachusetts Institute of Technology
Cambridge, Massachusetts

This report describes the results of research done as part of the M.I.T. Sea Grant Program with support from the Office of Sea Grant in the National Oceanic and Atmospheric Administration, United States Department of Commerce, through grant number 04-7-158-44079 and from the Massachusetts Institute of Technology. The United States government is authorized to produce and distribute reprints for governmental purposes notwithstanding any copyright notation that may appear hereon.

SUGGESTIONS FOR THE REVITALIZATION OF THE VILLAGE OF HYANNIS

Report Number MITSG 79-21
Index Number

December 1979
Massachusetts Institute of Technology
Cambridge, Massachusetts

SUGGESTIONS FOR THE REVITALIZATION OF THE VILLAGE OF HYANNIS

M.I.T. SEA GRANT PUBLICATIONS

Related Reports

McPherson, Roy Nick, ed., Gloucester Resource Study. MITSG 74-3. Cambridge: Massachusetts Institute of Technology, November 1973, 179 pp.

Engellenner, Thomas, Fred Curtis, and William Seifert, eds., The Boston South Shore Area: Some Problems and Conflicts. MITSG 75-23. Cambridge: Massachusetts Institute of Technology, August 1975, 175 pp.

Herr, Philip, ed., Managing Gloucester's Coast. MITSG 77-23. Cambridge: Massachusetts Institute of Technology, November 1977, 67 pp.

Rosenbaum, Lisa, ed., Lynn Harbor: Planning for Coastal Development, MITSG 78-3. Cambridge: Massachusetts Institute of Technology, May 1978, 277 pp.

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Foreword

Each year the M.I.T. Subject "Projects in Systems Engineering" examines a problem of current interest. The 1979 effort centered on Hyannis because the subject receives support as one element under a grant from the Sea Grant program of the National Oceanic Atmospheric Administration (NOAA) and an ocean related or coastal zone topic was sought.

The participating students, whose names are listed below, were drawn from several different departments:

Stephen R. Cassella, Urban Studies and Planning, Graduate Student
Ralph Goodno, Auditor, Sea Grant Program
Alan J. Heureux, Mechanical Engineering, Graduate Student
Jeffrey S. Hovis, Mechanical Engineering, Graduate Student
Tapio L. Kussinen, Civil Engineering, Graduate Student
Robert C. Lowry, Civil Engineering, Junior
Amy F. Philipson, Urban Studies and Planning, Graduate Student
Beth Tavrow, Earth and Planetary Science, Senior

Lisa T. Rosenbaum, who aided with the editing and production of the papers, made initial contact with Mr. Edwin Taylor of the Hyannis Board of Selectmen, and other Hyannis citizens interested in aiding the students who undertook this research.

Ronald Neifield spent the summer of 1978 compiling information and statistics germane to the students consulting effort. His work was presented in preliminary form in September 1978 under the title "Hyannis Harbor - Preliminary Report." Special thanks are due Elizabeth A. Howell for her meticulous effort with the typing and compilation of this report. Credit is also due Marcia G. Rosenbaum for the graphics in this report.

Partial financial support for the work was provided by the Town of Barnstable and particular thanks are extended to Mr. Edwin Taylor, Chairman of the Selectmen of the Town for his assistance and encouragement. The production of this report was

supported by the National Oceanic and Atmospheric Administration of Sea Grant, under grant number 04-6-158-44007, by the Town of Barnstable, Massachusetts, by Development Analysis Associates, Inc., Cambridge, Massachusetts and by the Massachusetts Institute of Technology.

William W. Seifert
Department of Civil Engineering
Massachusetts Institute of Technology
Cambridge, Massachusetts 02139
December 1979

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CHAPTER 1

THE PROBLEMS

This report about Hyannis Harbor and the surrounding downtown area seeks to address problems noted by concerned residents, employers, employees, and tourists, all of whom to varying degrees, use this precious resource on Cape Cod.

It examines some specific suggestions for new development options, presents some ideas for revitalizing older but viable town activities, and offers some thoughts on the planning process itself.

PROBLEM STATEMENT

The Hyannis populace has shown itself to be a concerned and determined one; they are well versed in the history of their village, and of the role that Hyannis has played for the many diverse interest groups who use, and will continue to place demands on the waterfront and attendant commercial center.

Many of these groups are presently in conflict over actions that now, or might in the future, affect water and environmental quality and use or actions relating to the development of particular land parcels. The willingness of these groups to address the complex spatial and planning issues, coupled with their awareness of the preciousness and vitality that the harbor holds for the village at large, signifies that decline is not inevitable.

The Hyannis Harbor area has developed haphazardly. There is no harbor plan, only harbor uses. Ferrying services, private charter boat services, commercial fishing vessels, and all types of pleasure craft compete for the same limited waterfront space alongside uses that don't require waterfront locations at all. Commercial fishermen lack slip space for their vessels, pleasure craft mooring space is in high demand all over the Cape area, and the limited beach front space is crowded during the summer months. Due to insufficient funds, the Army Corps of

Engineers has not maintained the channel at its mandated depth. The channel is presently too narrow for the demands placed on it by large vessels, such as those used by the steamship authority. These are the waterside problems but the landside problem list is just as long.

Access to the waterfront from the downtown shopping area, a distance of only two short blocks, is difficult. The poor street traffic patterns keep Main Street and the surrounding commercial areas congested all day. The demand for parking spaces substantially exceeds the supply, particularly during the summer; this problem is compounded by the fact that the parking facilities that do exist in the downtown area force the pedestrian tourists to compete with or at best navigate through the cars to reach their destination.

The construction of the Capetown Mall on Route 132 and the recent expansion and development across from Route 132 have caused changes in the traditional shopping patterns in the Barnstable area. Major stores such as Sears, Filenes, and Woolworths have abandoned the Central Business District of Hyannis in favor of the conveniences available in the suburban malls. Nonetheless, traffic on Main Street remains congested all day during the summer months.

Politically Hyannis has a difficult problem concerning development. As one village of seven comprising the Town of Barnstable, it must convince the other six villages of the benefits of spending town monies in one village. The revenue from development must show evidence of ripple throughout the entire town before the town meeting will allocate funds for Hyannis.

It is not these concerns alone which have focussed attention on the waterfront at this time. The enactment of the Massachusetts Coastal Zone Management

Plan[1] and the efforts of the Barnstable Committee for Growth and Change[2] have created much of the impetus. During the last two decades many students have been commissioned and reports generated concerning the inner harbor and downtown areas. The concern has now changed. No longer do Hyannis residents debate whether changes should be made, but rather, what steps should be taken to refocus attention on the Harbor area and by enhancing its natural attraction to provide a more stable economic base for the Town of Barnstable.

Important questions to be be asked by both Hyannis residents and students are the following: What do the residents want? What are the objectives in the short and long time frames? Second, what voice should outsiders have in the decision-making process? Third, how or by what process of arbitration are conflicts of interests resolved:

These problems, issues, and questions exist while developable land remains in the waterfront area. The Town of Barnstable is faced with a challenge. Not simply what to change, but how to manage change in view of community objectives.

See Appendix 1.1 for map of Study Area.

[1] Massachusetts Executive Office of Environmental Affairs, Volumes 1 and 2, Office of Coastal Zone Management, Massachusetts Coastal Zone Management Program (Boston, Mass., 1977).

[2] Barnstable Committee for Growth and Change - Preliminary Technical Report December, 1977.

PROBLEMS:
WATERFRONT AND DOWNTOWN

- NO HARBOR PLAN, ONLY HARBOR USES
- LACK OF SLIP SPACE FOR RECREATIONAL CRAFT
- LACK OF FACILITIES FOR FISHERMEN
- CHANNEL NOT AT MANDATED DIMENSIONS
- CROWDING OF USES IN INNER HARBOR
- POOR ACCESS TO WATERFRONT ACTIVITIES
- DIFFICULT DOWNTOWN STREET PATTERNS
- INADEQUATE QUANTITY OF PARKING SPACES
- FAILURE TO ATTRACT SUFFICIENT QUALITY STORES TO MAIN STREET
- FAILURE TO BUILD UPON HISTORICAL CHARACTER OF MAIN STREET
- CONFLICT BETWEEN PEDESTRIAN AND VEHICULAR TRAFFIC
- HYANNIS: ONE VILLAGE OF SEVEN

CHAPTER 2

THE PRESENT SETTING

Based upon work by

Ronald Neifeld

This chapter was written as an introductory working document for the following chapters. Its intent was to provide a broad, comprehensive data base for the Hyannis Harbor and surrounding commercial areas. The research was conducted in the summer of 1978. The author spent four weeks in Hyannis meeting with community leaders, residents, water resource and government officials, in addition to polling persons who come to the Cape Cod area as seasonal tourists.

CAPE COD & HYANNIS

Cape Cod is an elongated arm of land extending 90 miles seaward from the coast of Massachusetts. However, the land formation is much newer in origin than the rest of New England. Cape Cod was formed during the final stage of the Ice Age while the base rock of New England was being formed three to five hundred million years ago.

Physically, the Cape's outline is being constantly altered and shaped by the sea. Economically, the sea has been a primary force behind changes in the Cape's activity. The agricultural pursuits of the earliest settlers switched to maritime activities which prospered through the mid-nineteenth century. After the Civil War a general economic decline occurred which was caused by competition from areas close to urban centers, outdated production methods, and a decline in whaling activity. After the First World War, improvements in transportation and communication led to the Cape experiencing renewed growth as a resort and tourist area.

Tourism is presently the primary industry on Cape Cod. Nearby cities include Boston, only 75 miles from the Cape's center, and New York City, about 225 miles away. Good highway access to the Cape puts the area within one day's drive of one-third of the nation's population. During the summer recreational areas feature beaches, marinas, launching ramps, bike trails, golf courses, camps and playgrounds. The Cape Cod National Seashore covers 25,000 acres in six lower Cape towns.

Hyannis, with a permanent population of 12,000 (1975 State Census), is the largest of the seven villages which make up the Mid-Cape Town of Barnstable. Barnstable had a 1975* peak resident summer population estimated at 35,000 and a winter popula- of 26,700. In addition, 10,000 or more transients may pass through the Town in a day for various reasons.

THE GOVERNMENT

Barnstable County comprises all of Cape Cod plus a narrow strip of land west of the Cape Cod Canal. The Town of Barnstable, one of fifteen in the country, grew as seven distinct villages; for its representative town meeting, it is divided into seven precincts: West Barnstable, Barnstable Village, Hyannis, Osterville, Centerville, Marstons Mills, and Cotuit. The Hyannis precinct is further divided into north and south divisions.

The town meeting is a form of government indigenous to New England. An open forum, it serves as the legislative branch of government. Any meeting member may speak and vote on the issues presented to it. Traditionally, all town residents of age were members of the meeting. However, as towns grew they often exceeded the size where an open meeting to all residents was manageable. The Town of Barnstable revised its charter in the early 1970's to institute a representative town meeting. One third of its members are elected each year for three year terms. Forty percent of the representatives are from the Hyannis precincts.

The Town of Barnstable is the activity center for the entire Cape. Barnstable Village houses the Barnstable County offices. Hyannis is both the financial and commercial center of the County; it is the operating base for the Cape's large utilities. Although other towns on the Cape are attempting to attract some of the retail trade, they are not ready to threaten Hyannis' position of dominance.

Village autonomy is closely guarded by residents. Only as development began to exceed Hyannis' limits has it been able to persuade the other villages of the need to manage growth and development proposals. Still, the reaction of the town meeting to a proposed project would be difficult to gauge beforehand. In the past, the meeting has been more receptive to incremental development than an "all or nothing" proposal.

*1975 State Census

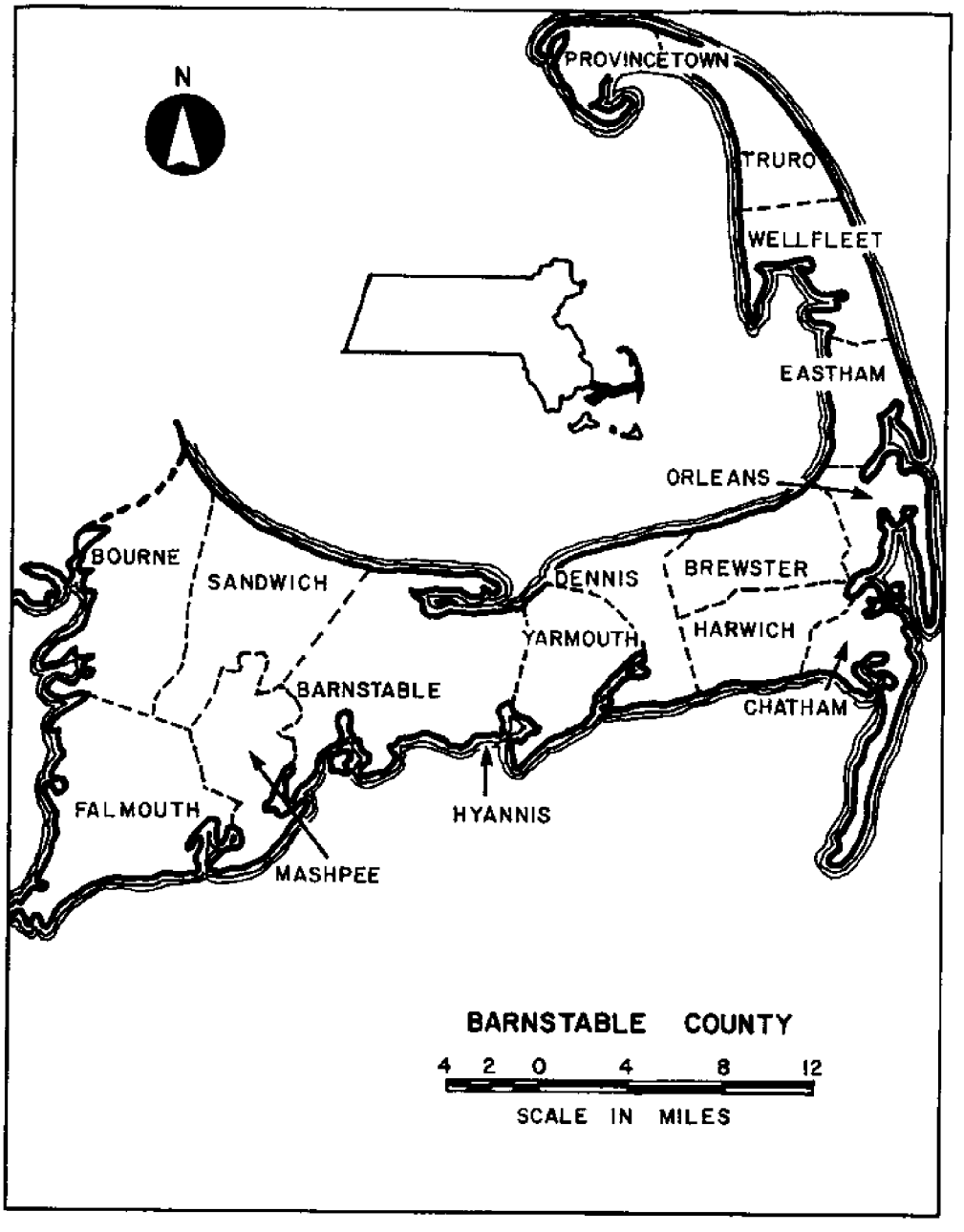

Figure 2.1 Barnstable County

Cape Cod's dependence on tourism revenues brings both benefits and disadvantages. The large number of summer residences provides valuable tax dollars to the town; the director of the Cape Cod Chamber of Commerce estimated that 50 percent of the tax dollars come from non-year round residents. When the tourist season is over, however, unemployment becomes a pressing problem. Monthly unemployment rates for 1977 and 1978 and yearly figures since 1973 are found in Appendix 1.2.

The Commercial fishing industry is an important component of Cape Cod's economy. It has prospered because of the Cape's proximity to the excellent fishing grounds on the George's Bank and in Nantucket Sound. More recently, the support facilities (storage, docks, slips) on the Cape have not kept pace with those elsewhere. Many of the large vessels currently employed for fishing prefer the better facilities available in the ports of New Bedford or Gloucester despite the longer travel distances from the fishing grounds. With the increased availability of federal funds to aid commercial fishermen, many Cape towns have been considering updating their harbors to accommodate and to reattract these ships.

For those vessels which are based on the Cape, onshore facilities are available at Hyannis, Provincetown, Chatham, Harwich, Orleans, and Sandwich. Sandwich, on the Cape Cod Bay, is not directly competitive with Hyannis. The principal fishing activity utilizing Harwich is the lobster fleet. The Chatham Bar severely hinders access to the harbor there. The boats, many of which are members of the Chatham Cooperative, are generally smaller than those in Hyannis. The Provincetown fleet is the largest on the Cape, operating from a large state fish pier. A fishing cooperative also operates from Provincetown.

The Cape today is characterized by rapid growth. From 1970 to 1975, the year-round population grew 37 percent. It triples during the summer to almost 400,000 persons.[1]

[1]Massachusetts Executive Office of Environmental Affairs, Office of Coastal Zone Management, Massachusetts Coastal Zone Management Program (Boston, Mass, 1977), pp. 151-152.

Daily management of the Town is by a Board of Selectmen. One of its three members is elected annually to serve a three-year term. A duty of the Board is to appoint the members of town regulatory commissions.

One such selectmen-appointed body is the Conservation Commission. It conducts public hearings on all proposals for development on or near the harbor or wetlands. If the Commission denies approval, an appeal can be filed with the Massachusetts Department of Environmental Quality Engineering (DEQE) in the Executive Office of Environmental Affairs. DEQE makes a site visit and issues a ruling. Either side can then demand that the department's Commissioner hold an adjudicatory hearing where testimony is taken from both sides. Any appeal of the Commissioner's decision would be processed in the courts.

The Town Conservation Commission's actions are restricted by DEQE's regulations under Massachusetts General Laws, Chapter 131, Paragraph 40 entitled "Additional Regulations for Coastal Wetlands," and the Town of Barnstable's By-Laws, Chapter III, Article XXVIII. However, as with any regulations, there is room for interpretation. In response to inquiries, the Commission has been hesitant to offer any opinion without a concrete proposal to consider. It opposed the most recent harbor development proposal, Lewis Bay Marina, when it was presented in 1974. However, the Commission's membership has changed since that time.

Other Town regulatory and managerial commissions that are concerned with harbor development include the Recreation Commission and the Department of Public Works. Parks and Recreation is responsible for Bismore and Kalmus Parks, while the Department of Public Works maintains Town property.

Many public services are provided to only parts of the Town or by subdivisions within the Town. Sewerage disposal is presently available in parts of Hyannis; a program to expand the coverage to include Barnstable Village is in the construction phase. There are five fire and water districts in the Town. (Centerville, Osterville, and Marstons Mills are combined). Fire departments range from a volunteer service in Cotuit to centralized services in the Centerville-Osterville district. These districts have public water companies while Hyannis has a private company. West Barnstable has no public water system.

Maintenance of the Hyannis Harbor channel at its congressionally mandated depth of 12 feet is the responsibility of the Army Corps of Engineers. The permitting processes required for channel dredging are extremely complex; they are discussed in detail in Appendix 2.4.

On May 9, 1978 at its annual Town Meeting, the Town of Barnstable appropriated funds to have the Commonwealth Division of Waterways, DEQE conduct a "survey....to determine the design and cost to build a bulkhead with piers and floats on Town land at the foot of Lewis Bay Road...." This appropriation requires matching funds from the state. The Chief Engineer of the Division of Waterways traditionally holds a "Rivers and Harbors" hearing every spring to determine which projects will be funded. Due to the blizzard this year, no hearing was held. There are $1.5 million in funds available and requests can be expected to total $10 million. Therefore, a strong case for the project must be made before it is funded. Due to the screening process conducted before a study is undertaken, it is unlikely that funds for the construction phase would not be approved at the conclusion of the study phase.

The Division of Waterways was queried about the acceptability of privately contracted studies. The response was that if the studies were performed professionally, they would receive due consideration for construction funds. Due to the Division's present understaffing, most surveys undertaken are subcontracted.

COMMERCIAL FISHING

The commercial fishing fleet in New England is in a state of transition. (For a more expanded report on the subject of commercial fishing see Chapter 4). It is in the initial phases of the change from a large number of small, one or two man boats to a mechanized multi-million dollar industry. Recent limitations on the catch of the foreign fleet coupled with new federal quotas have increased the overall feeling of uncertainty in the industry. Hyannis is not presently a major fishing center; nevertheless, the effects of such developments have impact in the village.

There are approximately ten to fifteen commercial vessels using the harbor. Larry Mitchell, the dock master, provided a list of ten craft using the town docks. He said that two or three boats dock at Warren Baxter's dock on Pleasant Street. Benjamin Baxter said that there were five or six craft that tie up at his brother's dock. Roy Ross, a commercial fisherman, reported six scalloping boats and six bottom dragging boats. Most of the draggers are locally owned, while the scallopers tend to be more transient.

The following chart shows the available information on the catch in Hyannis harbor.

TOTAL LOADINGS, HYANNIS HARBOR

Year	Pounds	Value
1975	594,000	$183,000
1976	975,000	270,000
1977	701,000	158,000

Fluke, scup, squid and scallops are the primary species. A monthly breakdown for Hyannis and yearly statistics for selected nearby harbors and Barnstable County are found in Appendix 1.2.

The raw figures are obtained by port agents of the Department of Marine Fisheries. They visit each fish dealer in their district to obtain figures for the catch of each boat and the harbor where the landing took place for the catch of each boat. If the fish is not sent to a local dealer, the agent covering the market where it is processed should, in theory, make certain that the catch is credited to the appropriate harbor. In reality, much of the catch still goes unrecorded. The marketers are reluctant to report the catch for proprietary reasons. The fishermen may not accurately report their catch because of the Internal Revenue Service and concerns over the quotas.

The available data on the fish catch is believed to be a gross underestimate. A local fisherman estimates that the total value of the catch in Hyannis is $1.5 million. The figures provided should only be taken as indicative of the relative value of each year's catch.

Cost estimates for commercial vessels have also been obtained. The Massachusetts Division of Marine Fisheries, Cape & Islands Area Team reports that annual cost ranges for a 50-foot Cape dragger are:

Operation: fuel, ice, groceries	$12,900 -	$18,000
Maintenance: hauling, minor repairs	7,000 -	10,000
Fixed Costs: insurance, taxes, boat payments	10,800 -	20,100
Overall range	$30,700 -	$48,100

One of the larger bottom draggers reported an annual employee payroll of $66,000.

Information has also been obtained for a typical scallop boat. It operates, weather permitting, year round. The average trip lasts seven days, after which two days of maintenance are required. On board are a crew of eight men and a captain. Expenses per trip are:

Ice - 12 tons @ $32/ton	$344.00
Food	350.00
Fuel	500.00
Kerosene	35.00
Bags	50.00
	$1,279.00

Salaries are paid as a fraction of the value of the catch. They average $1,300 per man per trip.

Commercial fishermen using the Hyannis Harbor face a large obstacle: the serious lack of facilities. The missing services include slips, off-loading space, packing and icing facilities, cold storage, and equipment storage locations. The commercial fishermen feel ignored, considering the economic impact they report that they have on the town. A reprint of the Cape Cod Commercial Fisherman's Coalition's recommendations for Hyannis are included in Appendix 2.5.

The economic impact of commercial fishing on the community is presently being studied. The research is being performed under the auspices of the Cape Cod Planning and Economic Development Commission by a team of seven CETA workers headed by Jay Lanzillo. Preliminary estimates indicate that the regional economic multiplier for the commercial fishing industry is approximately three. This can be contrasted with the coefficients obtained by Niels Rorholm in his 1967 study.[2] (A regional multiplier is reflective of the economic activity generated in an area by an increase in final demand for a particular industry).

It is generally felt that the number of vessels using the Hyannis Harbor will increase if better facilities become available. Some craft currently based in New Bedford and fishing in Nantucket Sound may switch to Hyannis; other boats may be attracted from nearby harbors. An absolute growth in the number of vessels might also be anticipated.

Commercial fishermen are fearful of the Town constructing a facility for them, and then placing the daily operations out to bid. Fishermen value their independence and want the choice of a fish broker; there is probably no one broker acceptable to all the captains. If some remained adamant in their refusal to sell to the pier's operator, they would be left with no place to unload. The idea of a Hyannis fishermen's cooperative has been mentioned. Both the town and fishermen would benefit from its formation. Another possibility is the construction of a facility which could handle two operations: one placed for bid to a private fish marketer and the other reserved for a fishermen's organization.

RECREATIONAL BOATING

Recreational boating in the United States has been increasing rapidly over the past decade; the boating industry itself has grown approximately five to seven percent in each three year period.[3] The Hyannis area has shared in this growth.

[2]Niels Rorholm, et al. Economics of Marine Oriented Activities: A Study of the Southern New England Marine Region - Bulletin 398. Kingston, Rhode Island; R.I. Agricultural Experiment Station

[3]See Lisa Rosenbaum, ed., Lynn Harbor: Planning for Coastal Development, MIT SG 78-3 (Cambridge: Massachusetts Institute of Technology, June 1978) pp. 165-167.

Exclusive of private docks and the Hyannis Yacht Club, there are 270 slips in the harbor, most of which are rented commercially. Numerous other boats are moored. Every marina in the Hyannis Harbor and seven out of eight nearby marinas report being full. Most would like to expand but face either space limitations or permitting/zoning constraints. Community leaders report that there is a 250-300 slip shortage. This estimate was probably made before the construction of Lewis Bay Marina and should be reduced by 50-60 slips. Although it might still be somewhat high, every marina queried responded along the same lines as the dock master. They would have no difficulty filling 50 slips overnight, though 200 would be more questionable.

The Massachusetts Division of Marine and Recreational Vehicles records reflect registered power recreational craft. The Division was contacted regarding a breakdown of registrants by boat type and residence. The Assessors' Office of the Town of Barnstable commented that these listings are often outdated, but they represent a starting place.

Recreational boats are subject to personal property taxes in the town in which they are located on January 1. A boat using the Hyannis Harbor all summer but stored for the winter in another town is taxed at this other location. The assessment method varies from town to town. Some allow the marina operator to place a value on the craft, which usually proves to be a gross underestimate. Others, such as Barnstable, adhere to strict schedules based on type, age, and size. (A copy of the Barnstable schedule is in Appendix 1.2). Some marina operators maintain that this drives some of the large craft away for the winter.

THE MARKET

In order to better understand the needs of some of the groups to be affected by harbor development, questionnaires were distributed to four different market groups during the period from July 21, 1978 to August 5, 1978. These groups were tourists, merchants, marina operators, and recreational boat owners. Personal interviews were conducted in all cases. No record was kept of those choosing not to respond.

The tourist questionnaire elicited 104 responses and those given to merchants elicited 67. They have been coded and responses placed in computer storage for analysis and access.

Greater difficulties were encountered in distributing the questionnaires to boat owners. They are only available while on the docks; they are usually in a rush at this time. Questionnaires left in the marinas were not answered. The limited number of responses have been tabulated manually.

An attempt was made to speak to the operators of all marinas in the Town of Barnstable. Those operating marinas nearby on Nantucket Sound and elsewhere in the Town of Barnstable were also contacted. A few other larger Upper Cape marinas were also canvassed. Due to the low number of marinas, the results were again tabulated manually. This time it was done in two parts: those in Hyannis and those outside the village.

Appendix 2.3 contains the four questionnaires and the manual computations.

A similar larger scale survey of marina operators conducted during the winter of 1976-1977 by the Extension Sea Grant Advisory Program is included for comparison.

HARBOR DATA BASE

The following information is intended to serve as a data base for harbor properties. The data file lists the type of information gathered. The file has been entered onto a computer record in order to facilitate analysis and updating of the information.

A map with land uses as listed in the assessors' book is available. It should be noted, however, that the assessor's records are often inaccurate regarding property use. Many parcels are listed as residential while being used commercially. This problem is particularly acute in the areas south of Gosnold and Ocean Streets and the region extending from the inner harbor north to South Street.

The harbor property data file contains the following information:

1) Parcel number
2) Street address
3) Owner address
4) Owner name
5) Property class
6) Land area (acres)
7) Assessed land value
8) Assessed total value
9) Current assessed town tax
10) Current assessed total tax

EXISTING HARBOR USES

The following summary description of harbor activities is not intended to be exhaustive. It reflects data on only those parcels on which information has been gathered. For simplicity, the description will proceed from south to north along the Lewis Bay.

KALMUS PARK

Kalmus Park extends from Ocean Street in the west to Dunbar Point, which divides the Hyannis outer harbor from Lewis Bay. Parts of the area are dredge spoil. The central area contains a parking lot for three to four hundred cars, which is generally full in the summer, and a beach building. There are swimming beaches near the parking lot on both the outer harbor and the Bay. Due to its protection from coastal wave action, the Bay side is a popular bathing location for young children; the town runs a summer swimming program there. Southeast of the beach building on Dunbar Point is a nesting ground for terns. The public is permitted to walk around the grounds on the waters' edges, but not through the nesting area. The area north of the parking lot and south of the Yachtsmen Condominiums is vacant. Close to the water it is primarily wetlands. From about halfway to the road westward, there is firm ground with trees.

The Kalmus Park area was first proposed for development by Atwood & Blackwell in a 1964 study.[4] However, it was much too ambitious a plan for the town at that time, and no action was taken. If environmental concerns can be properly handled, it is a likely parcel for future development (see chapter on Kalmus Park main development).

[4]Town of Barnstable, Massachusetts - Kalmus Park - Study and Plan, Atwood & Blackwell, Boston, Mass., November 1964.

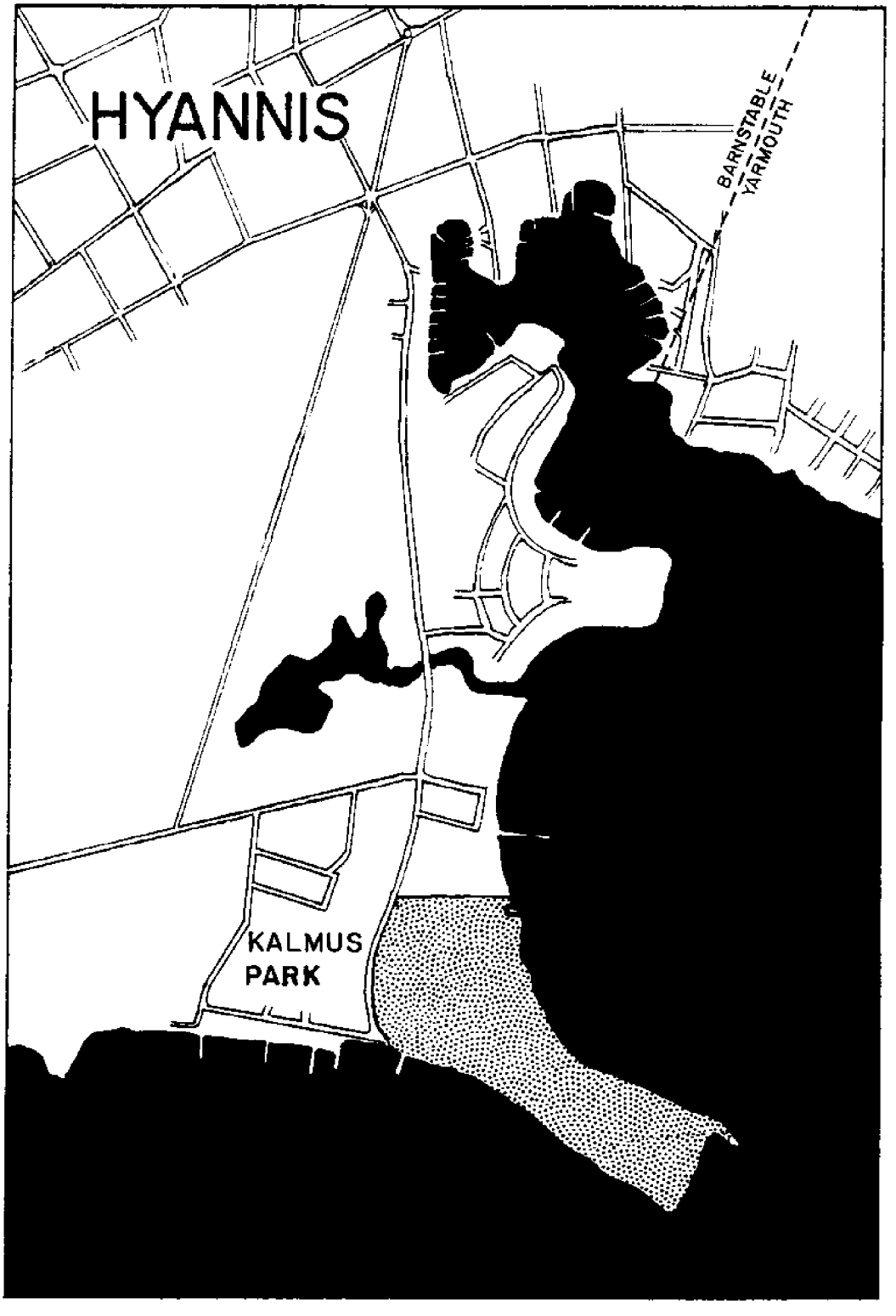

Figure 2.2 Kalmus Park

YACHTSMEN CONDOMINIUMS

The Yachtsmen Condominiums were constructed in the early 1970's. A hotel which had occupied the site was torn down to allow for construction. The Town of Barnstable's Conservation Commission opposed the project because a portion of the site is subject to flooding. After a bitter battle, the Department of Environmental Quality Engineering allowed the project. Sewerage lines were extended to the site at the time of construction facilitating any further extension to Kalmus Park.

The increased noise and traffic congestion which would result from any development near their property would be of concern to residents. They might strongly oppose such development because of the negative impacts upon their property. On the other hand, the presence of more recreational and/or commercial craft in the area might enhance the waterfront atmosphere.

HYANNIS YACHT CLUB

The Hyannis Yacht Club is a privately owned facility catering to its members, most of whom have sailboats. The club's pier has limited slip space; however, there are moorings for about forty craft. One of the few services available at the club is a restaurant

Figure 2.3 Yachtsmen Condominiums

VETERANS PARK

Veterans Park is a town beach and picnic area. During the summer its parking lot fills up early in the morning and remains busy for most of the day. Very few of its users are local residents or regular visitors to the Cape; many are one time visitors attracted by its proximity to the Kennedy Memorial.

JOHN F. KENNEDY MEMORIAL PARK

The Kennedy Memorial is a small green area containing a plaque memorializing the late President. Although most visitors spend only a short time there, the area can become congested due to the large number of tourists.

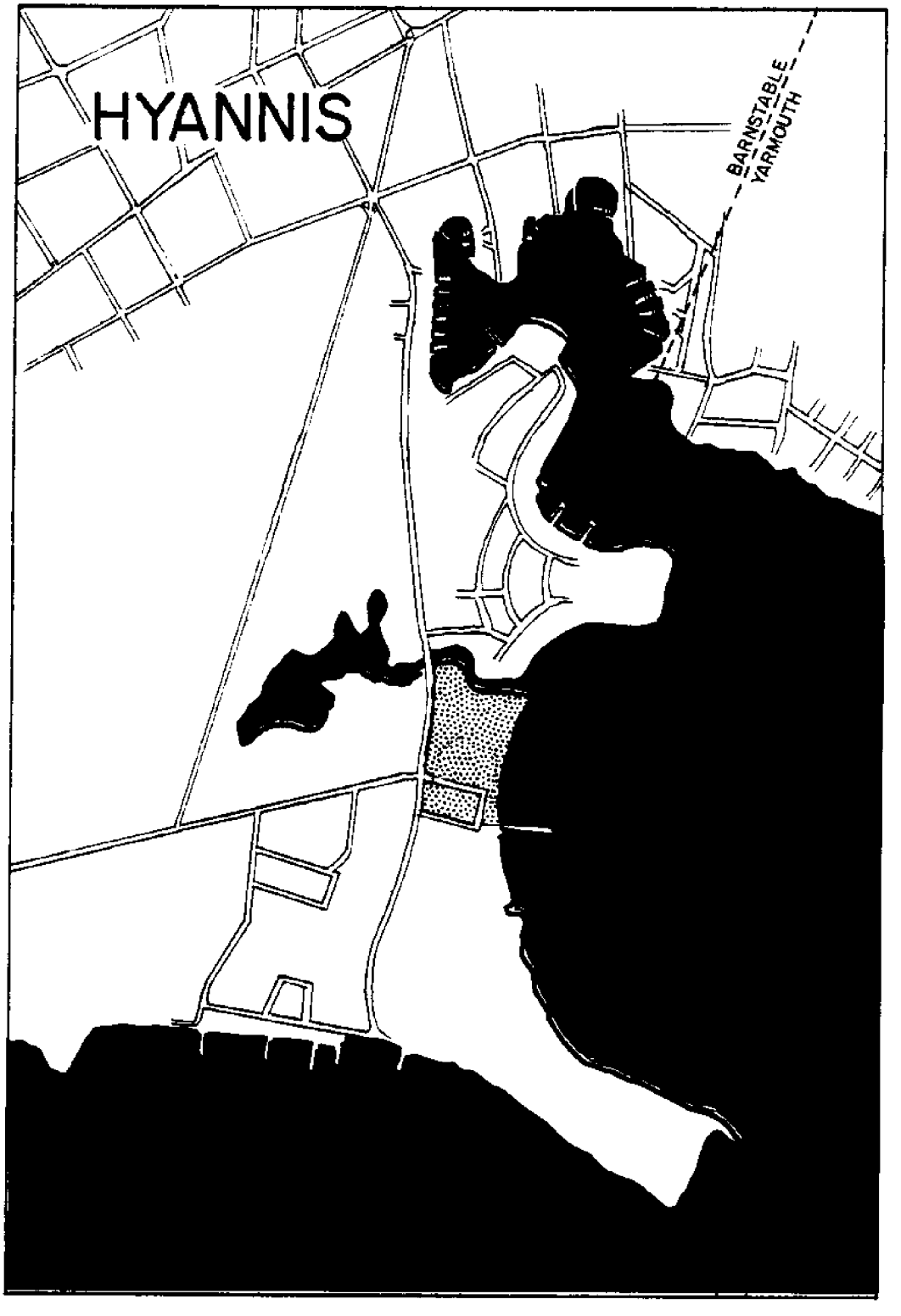

Figure 2.4 Veterans Park and JFK Memorial Park

RESIDENTIAL AREA

Extending approximately one-half mile along the waterfront from Veteran's Park to the Hy-Line docks is a high density residential area. A few of the property owners have chosen to build docks for their own use in this area. The piers are fairly short and are in shallow water. They have little, if any, impact on general navigation. There also is a town ramp on Bay Shore Road but it lacks adequate parking facilities.

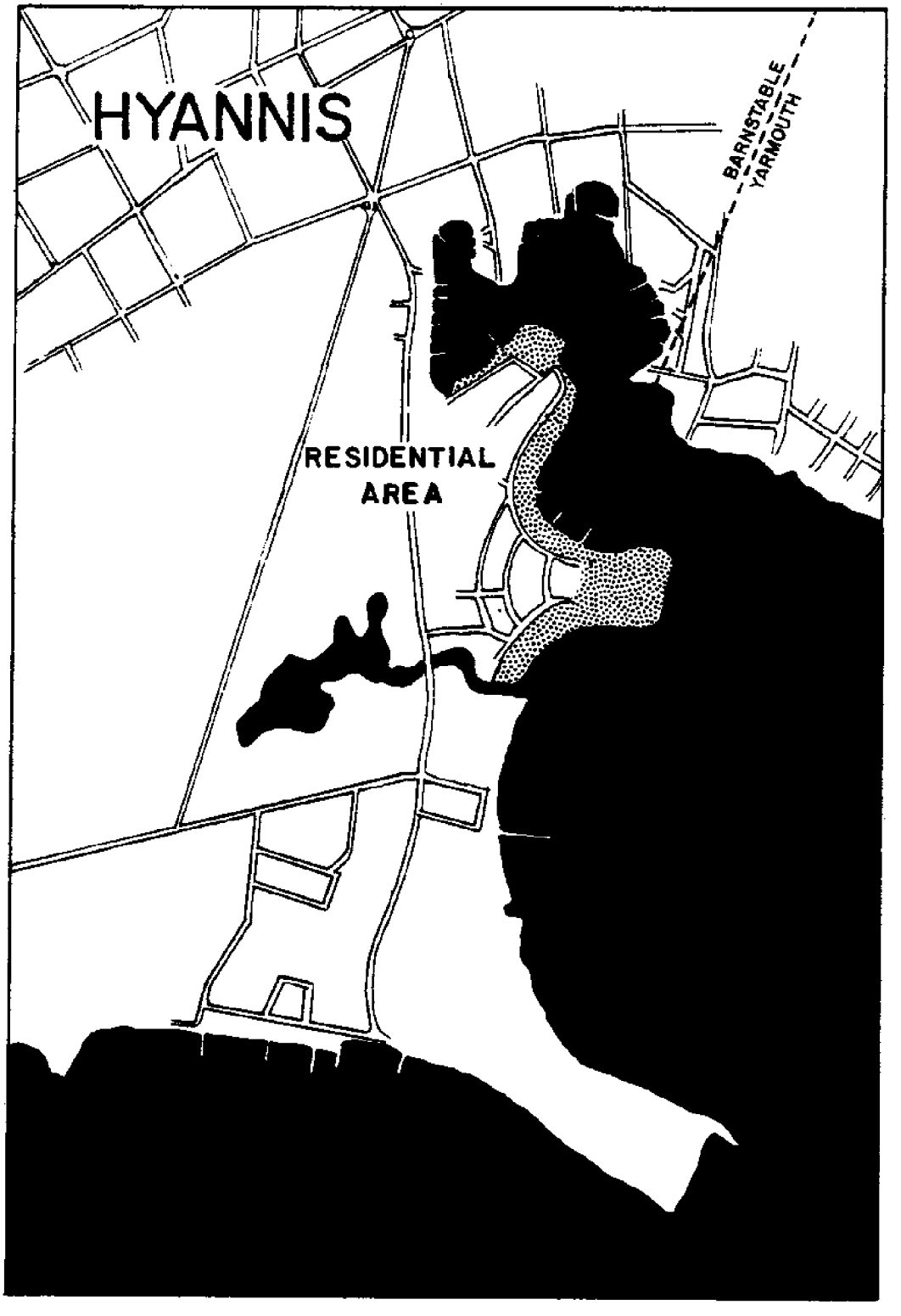

Figure 2.5 Residential Area

THE HY-LINE

Hyannis Harbor Tours (Hy-Line) has been operating for the last seventeen years. It provides ferrying services to Nantucket and Martha's Vineyard, one hour boat tours of the Hyannis area (including the Kennedy compound), recreational deep-sea fishing trips, and six boat slips (used mostly by employees).

The Hy-Line employs 160 people. About 35 of these are year-round with the rest seasonal. The 160 employees include approximately 50 "professionals." The average length of employment is seven years.

The Hy-Line is the Woods Hole, Martha's Vineyard and Nantucket Steamship Authority's only competition to Nantucket (The Steamship Authority, a Public Authority, is described further on page 36). The Authority's entrance into Hyannis in 1973 has severely hampered the Hy-Line's operations. Hy-Line is permitted to operate ferries only through a grandfather clause. The ferrying services are restricted to a no-growth policy with the result that Hy-Line is unable to capitalize on the economics available with new, larger boats.

One of the major problems inherent with the Hy-Line is traffic and parking. When its boats land from Nantucket, motor vehicles line the streets. Most drivers choose to leave the harbor area by either Old Colony Road or Ocean Street northbound. In either case, they must wait for the light at Ocean and South Streets. A proposal to alleviate this problem through the purchase of a 12.3 acre parcel from the bankrupt Penn Central did not receive the necessary 2/3 vote at the town meeting. However, a suggestion for utilizing this parcel is outlined in Chapter 5.

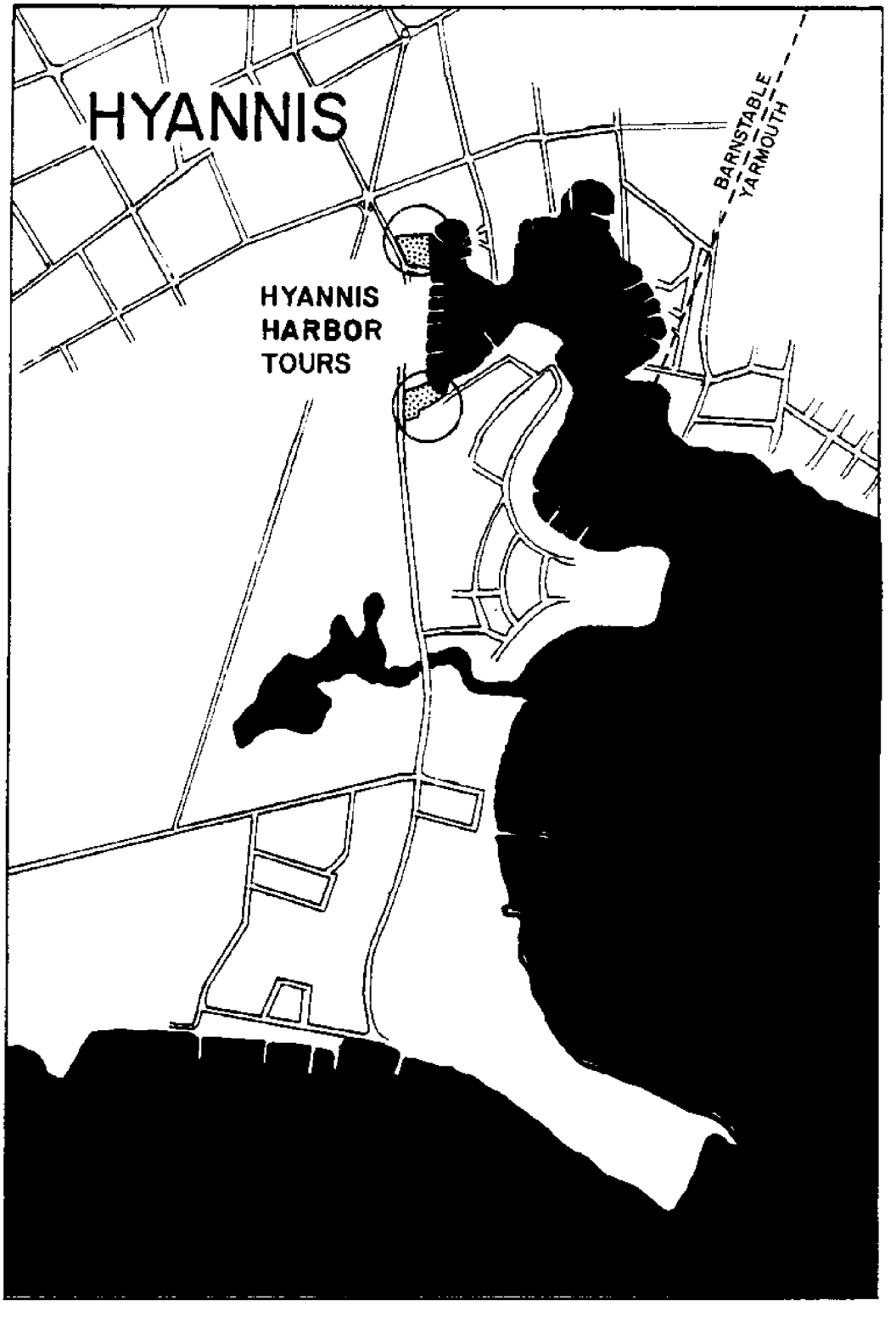

Figure 2.6 Hy-Line Ferry and Boat Tour Areas

RALPH BISMORE PARK

The Ralph Bismore Park is sandwiched between Ocean Street on the west and the inner harbor on the east. Both north and south of the park are municipal parking lots. In the middle is a small green area with a building for the dock master. Mention of the Ralph Bismore Park to a town resident produces a blank stare; it is better known as the location of the town docks.

At the annual town election of April 1977, the Town of Barnstable charter was amended. Since that time, the dock master, Larry Mitchell, has been directly responsible to the Selectmen. He maintains jurisdiction over the 25-odd town slips. A mixture of charter, pleasure, and commercial fishing craft use the dock; tourists also abound. This situation creates both hard feelings amongst the different users and congestions problems. The dockmaster reports a five to six year waiting list for slips; he maintains that if 50 became available they could be filled tomorrow. This could be partially due to the low fee: $500/year flat rate. The convenient location is also a factor in the high demand.

Not all the commercial fishing craft using the docks have slips. Some must tie up to the bulkhead side-to-side, creating a safety hazard to the tourists. The commercial fishermen also resent the presence of small privately owned pleasure craft which occupy slips they feel could be used for revenue-generating boats.

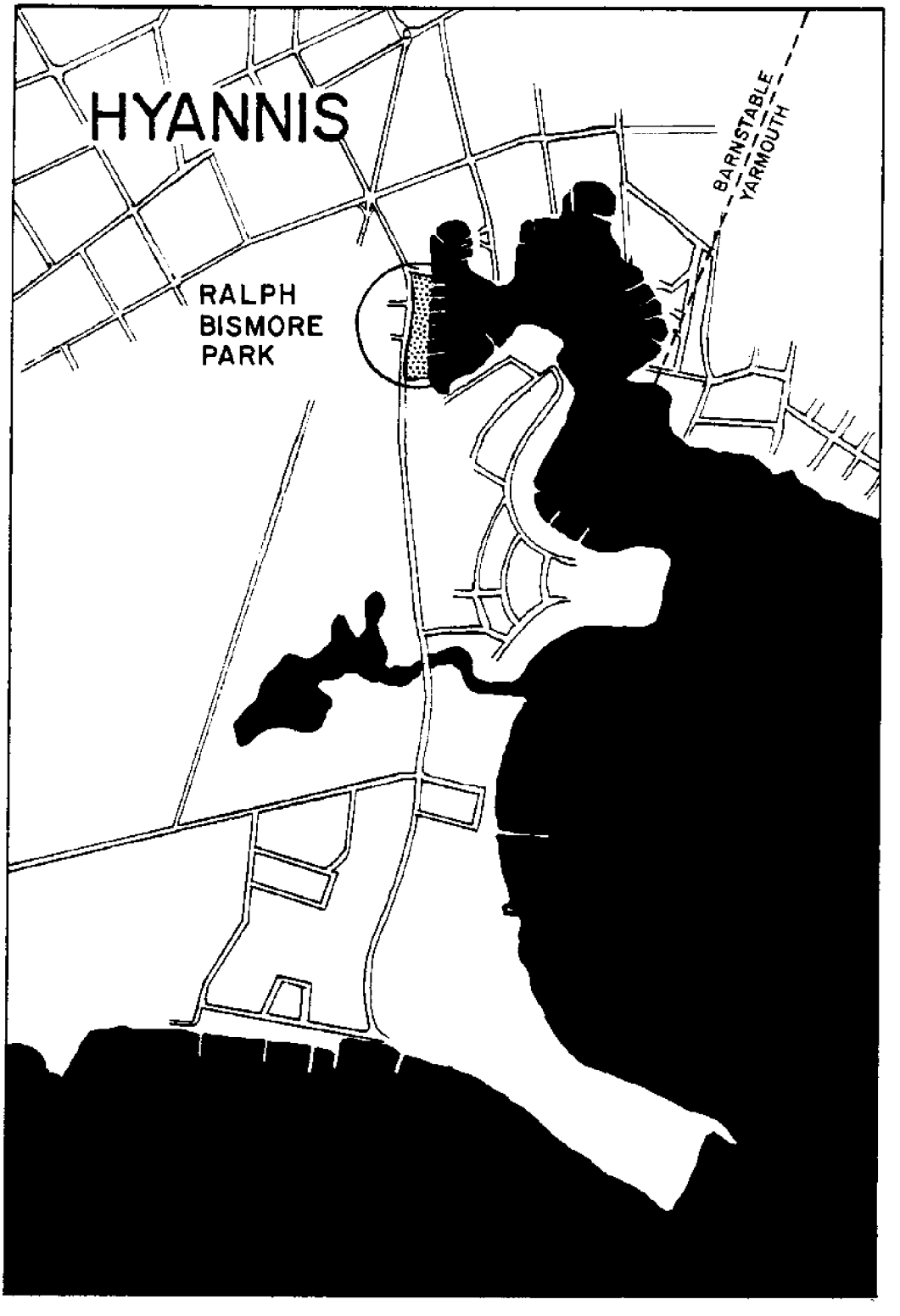

Figure 2.7 Ralph Bismore Park

ANCHOR OUTBOARD

Anchor Outboard is a commercial marina having slips for about 40 private pleasure boats. It also sells craft and provides maintenance facilities.

BRADBURY MARINA

Bradbury Marina is an extremely small facility providing dock space for ten pleasure craft. Storage and maintenance facilities are also available.

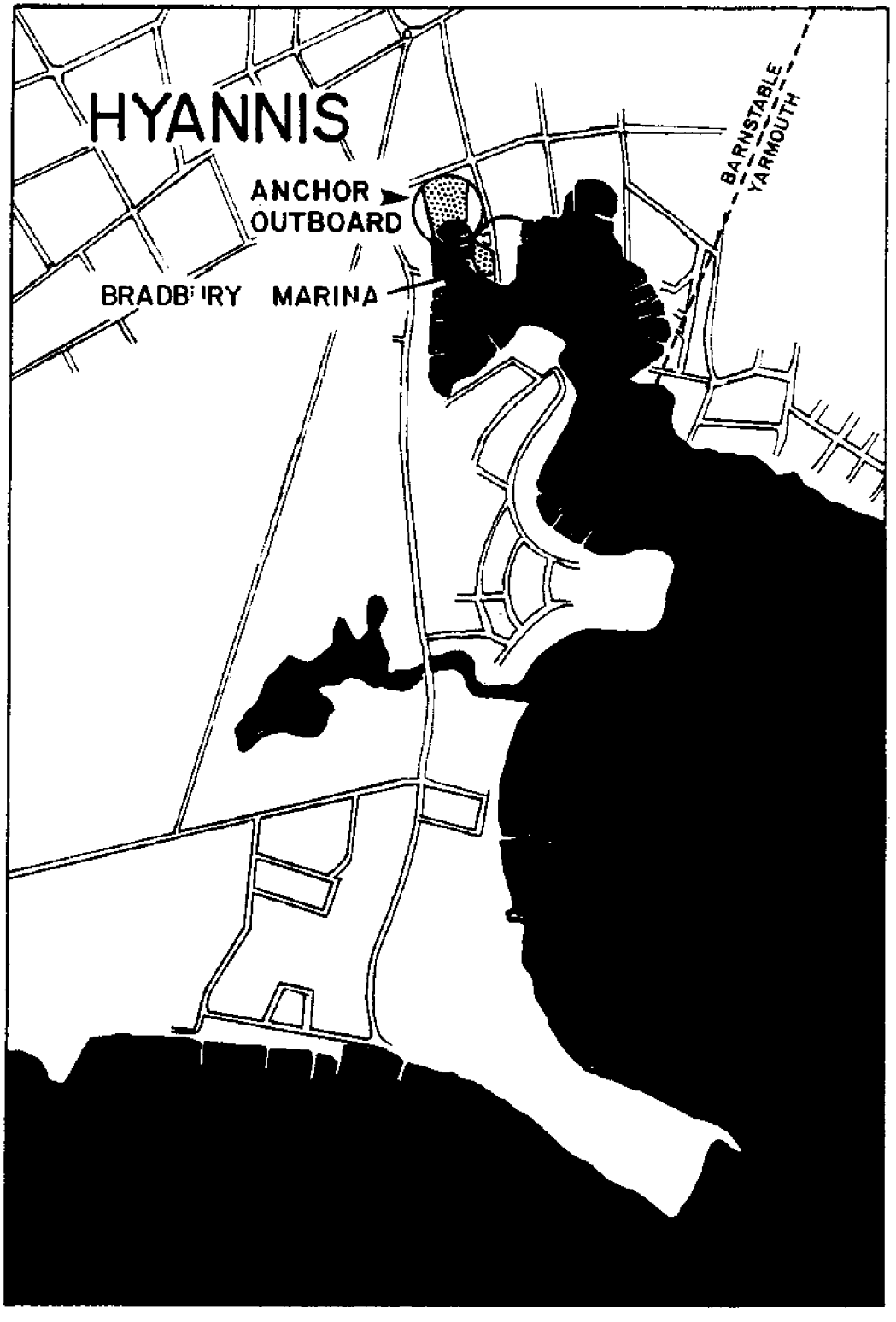

Figure 2.8 Bradbury Marina and Anchor Outboard Marina

BAXTER'S FISH N'CHIPS AND BOAT HOUSE CLUB

These two restaurants are open from April to October. The Fish N' Chips combines good food at a reasonable price, cafeteria style, with a harborside atmosphere. Two craft are tied permanently to the bulkhead and have tables on their decks for the patrons' use. In addition to serving food, the Boat House Club has a seasonal liquor license. The two restaurants have a dock which customers may use free of charge while inside. Due to safety concerns, no craft are permitted to tie overnight.

The status of the dock, which has enough room for ten small transient craft, is uncertain. The Town of Barnstable has a deed dated 1832 saying that it is town property; Warren Baxter, the property's owner, maintains that he owns the land. It appears that if the Town desires to, it could press the issue and obtain control of the area.

PRIVATE COMMERCIAL DOCK

This property is owned by Benjamin Baxter, the brother of Warren. It provides slip space for commercial scalloping boats, none of which are local. The only on-site facility is fuel.

Figure 2.9 Baxter's Restaurant and Docks

THE WOODS HOLE, MARTHA'S VINEYARD, AND NANTUCKET STEAMSHIP AUTHORITY

The Steamship Authority property dominates the inner harbor. In addition to its own land, it uses other nearby properties for parking. Access to and egress from the Authority's property, although problems, are not the pressing concerns that they are at the Hy-Line docks.

Martha's Vineyard, Falmouth/Woods Hole, and Nantucket Steamship Authority was created by the Commonwealth of Massachusetts in 1961. The Steamship Authority replaced a different public authority created in 1948 when the last private ferrying company ceased operations. It is charged with providing the "necessities of life" to the Islands. In 1973, the Authority expanded its service to include Hyannis. This action was taken against the will of the Town of Barnstable, which feared having to finance any deficits, and the advice of the Army Corps of Engineers, which felt that the channel was inadequate for the demands to be placed upon it. The Town has no involvement with the operation or financing of the Steamship Authority.

The largest boats the Authority operates out of Hyannis draw slightly over ten feet of water. At low tide, they often scrape bottom and risk going aground. John Silva of the Authority reports that there is approximately one and one half feet of silt at the channel's bottom, covering a layer of gravel. The greatest problem is in the upper basin where the courses of the Authority's boats and Hy-Line boats diverge: silt deposits have grown in a V-shape and pose a hazard to navigation.

Figuure 2.10 Steamship Authority

THE LEWIS BAY MARINA AND LODGE

These properties are owned by Parker Realty Corporation of Worcester, Massachusetts. Parker Realty is controlled by Peter Consiglio, a member of the State Racing Commission. There is a motel at the intersection of School and South Streets and a marina at the foot of School Street. Prior to 1974 there were eight boat slips on the west side of the street and twenty on the east side.

In 1974, Parker Realty filed plans with the Town of Barnstable Conservation Commission to build a vertical bulkhead with solid fill at the low water mark. (At this location the high and low water lines differ by about 50 feet). The intention was was to accommodate twenty additional parking spots.

The Conservation Commission studied the proposal with regard to the disturbances the landfill would cause in the food chain and the potential increased vulnerability of the harbor to storm damage due to the bulkhead. The fill area in question (approximately 50 feet by 300 feet) comprised over 16 percent of the natural intertidal zone left in the harbor in 1974. It was open to fishermen and supported commercially harvested species such as scallops, quahogs, oysters, and softshell clams. The engineer who inspected the parcel for the commission also reported that the 20 parking spaces could be built without disturbing the intertidal zone. The Commission ruled that the parking lot and bulkhead could be built but that no fill could be placed below the high water line.

Mr. Consiglio appealed to the Department of Environmental Quality Engineering (DEQE). It overruled the Conservation Commission and permitted the project as originally requested. The Conservation Commission then demanded an adjudicatory hearing. At the hearing, both the Massachusetts Office of Coastal Zone Management (OCZM) and the Massachusetts Department of Marine Fisheries testified on behalf of the Conservation Commission. OCZM said that the project was contrary to all its regulations (still in draft form) considering that the project's aim could be accomplished without the land fill. Nevertheless, the DEQE Commission ruled in favor of Parker Realty.

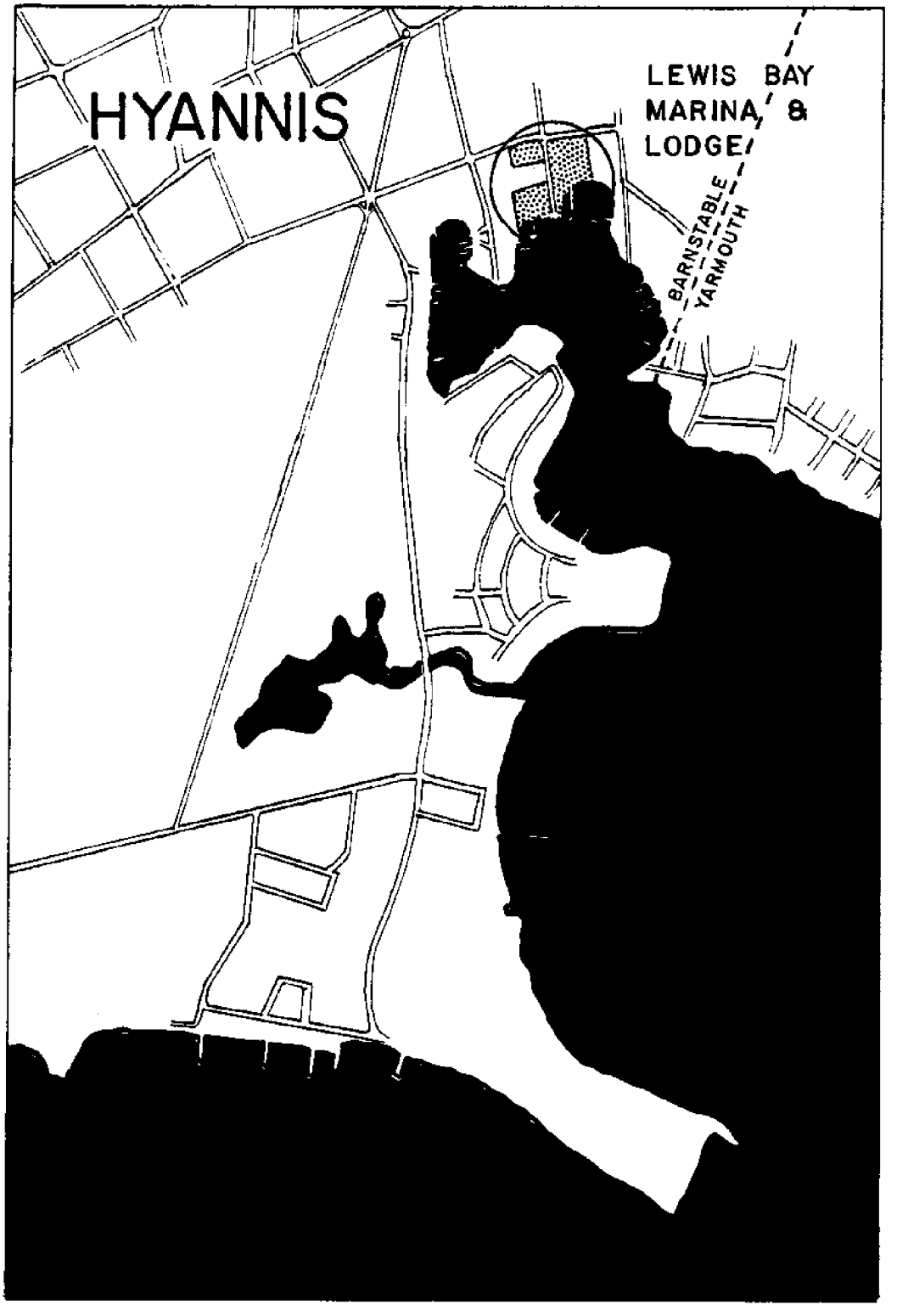

Figure 2.11 Lewis Bay Marina and Lodge

In the summer of 1976, the Town of Barnstable Conservation Commission appealed DEQE's ruling in state court. The Town Counsel handled the case for the Conservation Commission and made an out-of-court settlement which permitted the bulkhead construction five feet landward of the low water mark.

In addition to the state permit, Lewis Bay Marina needed a federal permit from the Army Corps of Engineers. One of the criteria the Corps uses is the ecological soundness of a project. The Town Conservation Commission took its fight to the Corps and convinced it of the hazards involved with the bulkhead; the Corps ruled that the bulkhead and landfill could not extend beyond the mean water mark. Parker Realty accepted this decision and completed construction on the site during the spring of 1978.

While the fight over the project east of School Street took place, Parker Realty filed an application to build a gas dock on the parcel across the street. The Conservation Commission granted a permit with numerous safety restrictions. Six months after the gas dock's completion, the marina asked to be able to expand from eight to thirty slips on the west side of School Street. Approval was again given by the Commission. Construction was also completed in the Spring of 1978.

There are presently 55 slips at the marina.

HYANNIS BUILDING AND DEVELOPING ASSOCIATION

This commercial site contains a motel and large parking lot. The spaces are primarily let to those taking the Steamship Authority's ferries. Its importance relative to harbor development is the limitation its piers place on construction on the adjacent site. Situated in a tight corner of the harbor, the owner's riparian rights must be considered if the town is to develop the town landing.

Figure 2.12 Hyannis Building and Developing Association

TOWN LANDING, LEWIS BAY ROAD

This parcel of land contains a town-owned ramp and a small beach. Flotsam is carried onto the beach by the tide, making it unsuitable for swimming. The town trash cans are not emptied often enough; garbage from these clutters the area. There are also inadequate parking facilities for the large number of pleasure craft using the ramp for day trips on busy summer weekends. Immediately offshore approximately forty small boats moor. They would have to be relocated if commercial craft were to use the area as envisioned by the town.

A resident, who has lived across the street from this property for over 20 years, reports that the beach has eroded considerably over that time. Others comment that the beach is accreting. This point would have to be further explored before making any presentation to the Conservation Commission.

Egress from the area is also extremely limited. Any large influx of traffic would aggravate the existing concern. The increased noise in the area would also create a problem for the Cape Cod Hospital and a nearby convalescent home.

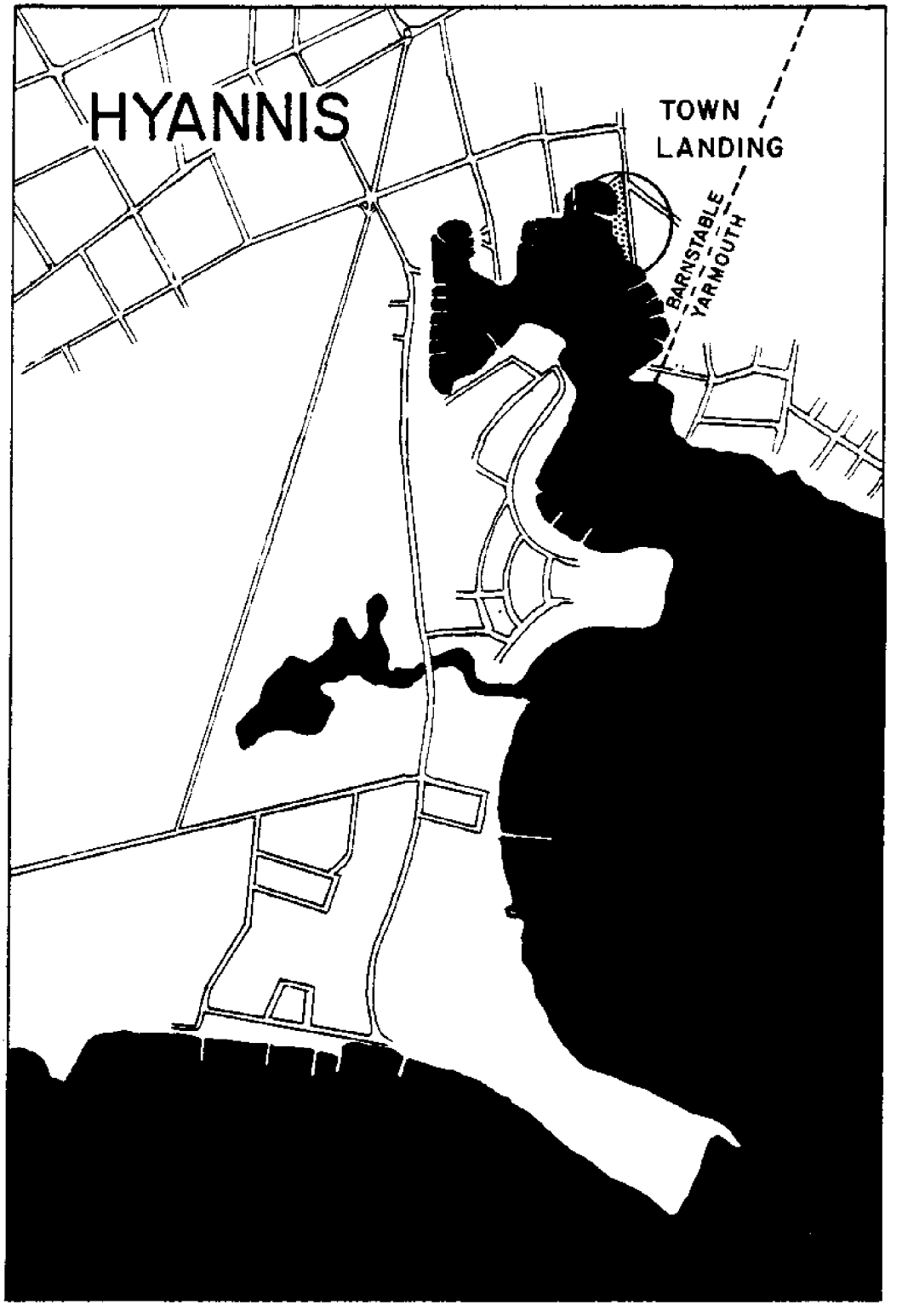

Figure 2.13 Town Landing

HYANNIS MARINA INC.

Hyannis Marina is owned by Edward Kirker of Hyannis. The marina is half in Barnstable, half in Yarmouth, creating jurisdictional issues. In the past, the operation has changed hands frequently; the facility is presently being renovated.

Mr. Kirker would like to construct a hotel and restaurant on the property which would tie into the general marina improvements. Residents of Hyannis Park, in the Town of Yarmouth, oppose this expansion, and its fate is uncertain. If it is allowed, construction might necessitate an extension of the sewerage system down Lewis Bay Road past the town landing. Such an extension would save the town the cost of building a main to the town landing if it chose to develop the site.

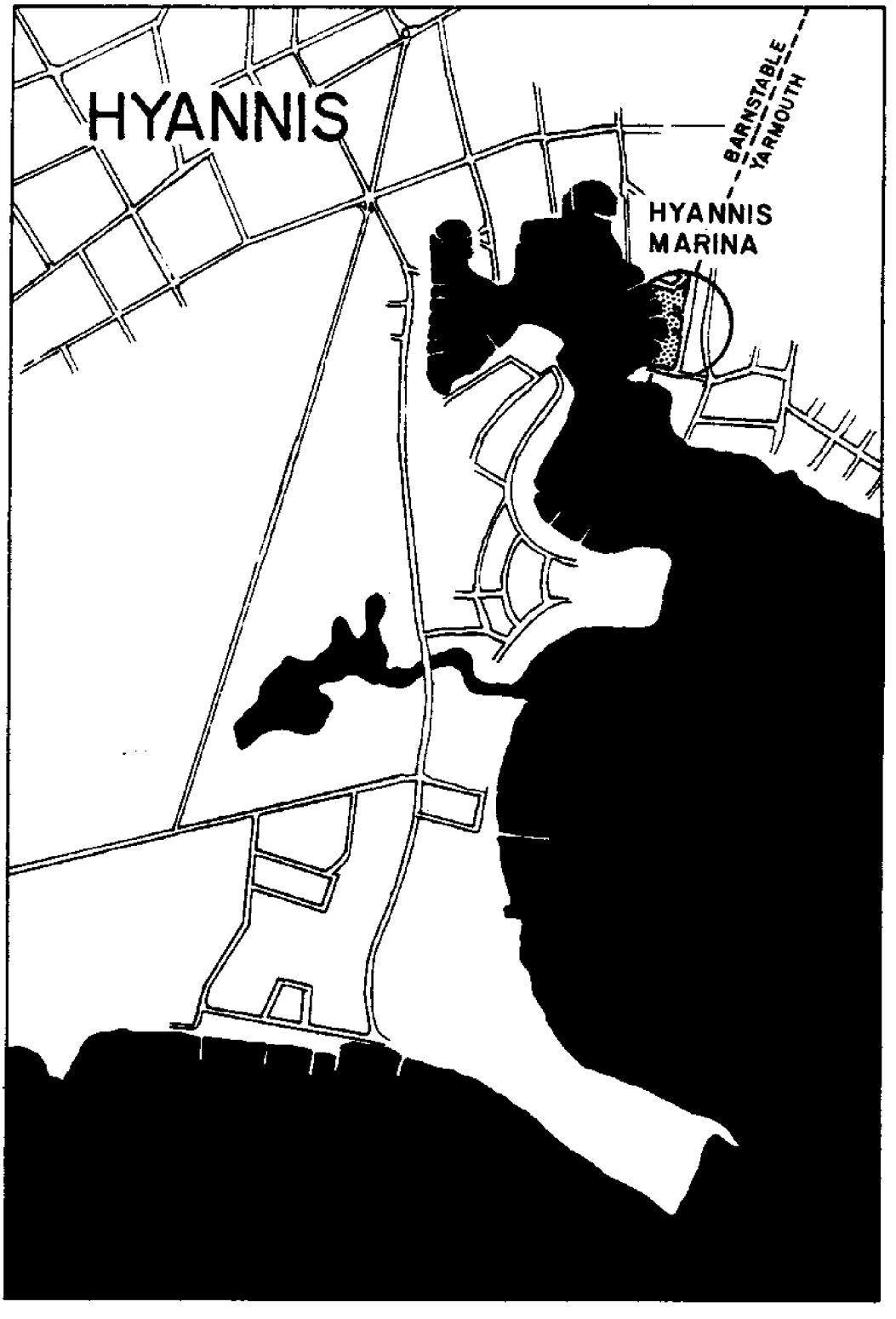

Figure 2.14 Hyannis Marina

CONCLUSIONS

The preliminary analysis of the Hyannis waterfront and central business district (CBD) have led to the following interim conclusions:

1. A local institutional mechanism appropriate to the task at hand is needed. Either governmental or quasi-governmental in nature, it should both coordinate planning activities and be responsible for obtaining and administering funds from federal, state, and private sources. The extent of the jurisdiction should be determined in consultation between the Board of Selectmen and the existing town agencies (Conservation Commission, Parks and Recreation Commission, DPW) and approved by the Town Meeting.[5]

2. Some sense of beginning is necessary to launch the broader program. Neither a large project nor institutional changes are necessary for this task. The Town should take some action to improve the amenities of life on the waterfront and in the downtown area. The scope of such efforts should range from aesthetics, such as cleanliness and color, to improved restroom and seating facilities. Such steps will enhance public awareness and stimulate community discussion, a necessary component of any program.

As this report was in the final review process, it was learned that an Office of Community Development was established in September 1979 and is now seeking a person to prepare and solicit grants for improvements in the Town. Also, a beginning has been made, as suggested in the second conclusion above. The Town offices have been moved into a building on South Street which has been refurbished as the New Town Hall and steps are underway to develop a village green.

[5] Barnstable Committee for Growth and Change, An Action Program for the Revitalization of Downtown Hyannis, Barnstable, Massachusetts (July 1977), pp. 8-10.

SUMMARY

Planning for Hyannis waterfront development, or for development anywhere, has three primary components. The design, economics and feasibility of a project should all be considered. One should not be considered independently of the others. New concepts, even if they seem presently impractical in one respect, should be approached with an open mind. Circumstances and issues constantly evolve, the impractical may become imminently feasible.

This report includes some interim recommendations. Further synthesis of harbor resources, development options, and community and market needs is required.

CHAPTER 3

A MARINA AT KALMUS PARK

Based upon work by
Alan J. Heureux
and
Jeffrey S. Hovis

Creating a waterfront environment that enhances the natural resources of Hyannis Harbor is a desire keenly felt by most residents and concerned businessmen. Attracting additional revenue to Hyannis and the Town of Barnstable, while protecting and enhancing the environment of the harbor are equally important. This chapter examines the possibility of developing a recreational marina, and other public facilities on the Kalmus Park site.

Nationwide, there is an increasing demand for waterfront recreational facilities. With the high cost of land, in addition to the high cost of construction, marine development cannot keep up with the growing demand. The Massachusetts Executive Office of Environmental Affairs cites the lack of recreational facilities as a critical dilemma. Hyannis, with its parcels of land underdeveloped and yet so conveniently located both by land and by sea, provides sites worthy of examination for potential marine development.

The site selection process began by looking at all of the village waterfront property from the Yarmouth town line to Kalmus Park with three community objectives in mind:

1. Improving the landscaping,
2. Generating greater commercial development, and,
3. Providing more recreational boat slips.

These objectives were identified in a survey conducted by The Barnstable Committee for Growth and Change in December, 1977.

Presently, 60 to 70 percent of the inner harbor is bulkheaded and further bulkheading in this area could cause severe problems with reflected waves and chop. Also, the inner harbor is highly congested in the summertime with the ferry service, commercial fishermen, and recreational boats all vying for right of way and dock space.

The small parcel of town property along Lewis Bay Road is not a good location for piers or slip space because there is a history of sediment accretion in that corner of the harbor and frequent dredging would be necessary. Along the rest of the waterfront no other undeveloped parcel of land exists that is of sufficient size to direct growth according to the aforementioned community objectives, except Kalmus Park.

KALMUS PARK

Kalmus Park has some unique features which must be considered in any plans devised to develop it. The 50 acre parcel of land is located about 1.3 miles south of the center of Hyannis, on Ocean Street, at the southwest edge of Lewis Bay. Physically, the park is divided into three areas. (See Figure 3.1). First, the area on Dunbar Point, east of the bathhouse, is a primary dune, and as such, serves several important ecological functions, both as a major storm barrier for the harbor, and as a nesting ground for terns. Second, the area north of the parking lot is primarily mounded dredge spoils, dumped there during the dredging of the Lewis Bay channel. It also contains the remnants of a salt marsh dating from the time that this area served as the drainage for the salt marsh west of Ocean Street. The third significant part of the park is the already developed portion; the parking lot, bathhouse, and Ocean Street, an area which is currently somewhat neglected. The important boundary considerations of the site are: the salt marsh to the west, which

serves as a buffer zone from the residential community in that direction; the over 4000 feet of beach area on the north and south sides of the point; and the 750 feet of frontage along the Yachtsmen Condominiums. The last boundary is the most critical from a community interaction standpoint, because the condominium units are packed tightly along the boundary. These owners will test the impacts of increased activities. In addition to those features, the park was deeded to the Town of Barnstable in 1947, under the stipulation that it be used "For the purposes of a public playground or recreation center..." (See Appendix 3.3). This somewhat reduces the potential uses of the site.

THE DEVELOPMENT

The principal features of the proposed development for Kalmus Park are substantial: a public recreational marina; commercial marina, retail, and restaurant facilities; landscaped park and picnic areas; adequate parking; maintenance of more than 3600 feet of the beach area; and preservation of Dunbar Point as a primary dune conservation area. (See Figure 3.1)

The recreational marina would require the dredging of a new, small boat harbor in the northern section of the park. As is usually true in marina development, this would be the major expenditure. Specifications for the proposed harbor are as follows:

Harbor Area - 240,000 sq. ft.

Harbor Perimeter Length - 2,200 ft.

Total Slip Capacity - 235 slips
(estimated using 25 ft. average boat)

Total Estimated Dredge Volume For Harbor - 2,400,000 cu. ft.

Entrance Channel Size - 40 ft. by 600 ft.
(out to 8 ft. MLW)

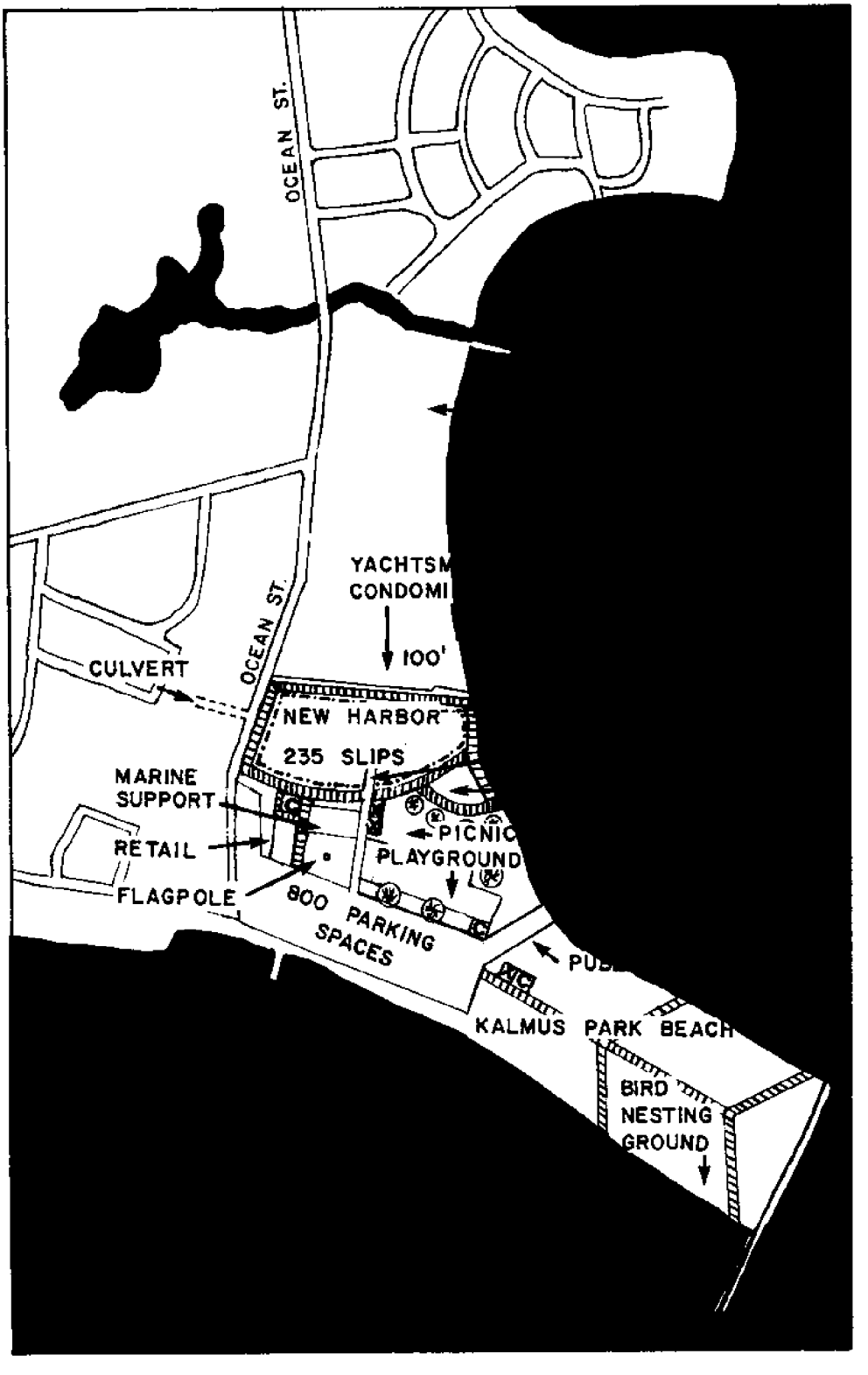

Figure 3.1 Proposed Kalmus Park Development

Total Estimated Dredge Volume For Entrance Channel
(144,000 cu. ft.)

Estimated Cost For Harbor Dredge - $360,000
(@ $4/cu. yd.)

Estimated Cost For Channel Dredge - $32,000
(@ $6/cu. yd.)

Estimated Cost For Perimeter Bulkhead - $264,000
(@ $150/pile)

Total Estimated Cost - $691,000

The support services for the marina would encompass the expressed need for more commercial development in the waterfront area. Included would be a major, high quality restaurant, with seating for at least 200 people. This restaurant would be situated to provide an excellent view of the marina and Lewis Bay. Outdoor dining facilities are envisioned for use in the summer months. The marine services would include gas, pumpout, haul out, and repairs. It is not clear at this time whether a facility of this size could handle marine sales. There are also included about 2000 sq. ft. of retail space for small, marine related stores. It is hoped that the design of the buildings would be accomplished by a team of local architects, thus ensuring a design scheme sympathetic to Cape Cod character.

The landscaped park and picnic area would take up the rest of the area north of the parking lot. The landscaping would involve the use of salt spray resistant trees and shrubs to integrate the other portions of the development. Included would be a large playground, a public boat launch area, and excellent access to Lewis Bay, both physically and visually.

The present parking area would be expanded to cover about 6 acres, with space for 800 cars. It is anticipated that this parking area would be elevated to about 8 ft. above the high water mark, to make the parking lot usable for winter boat storage, safely above the maximum storm tide level. This would also provide for ready, on site disposal of the dredge material from the new harbor construction.

Of the current beach areas, a vast majority of them would be maintained as they are. However, public access to the beaches would be improved by the addition of boardwalks out to Dunbar Point. This would allow ready access to the entire beach area, without risking damage to the primary dune, and its vegetation. In addition, improved concessions and bathhouse facilities would make the beaches far more attractive. Other than the boardwalks, no other modifications are planned for the Dunbar Point conservation area.

The estimated total cost for this development is between 1.5 and 2 million dollars.

ENVIRONMENTAL IMPACTS

A majority of the environmental impacts of this project would be positive. The harbor development will be used to reestablish the natural drainage of the currently stagnant salt marsh west of Ocean Street, by way of a culvert under that street. This will remedy a problem that was created by earlier development in this area. The harbor itself is designed to minimize damage to ecologically significant land in the park area. The spoil that will be dredged was originally dumped there during the dredging of the Lewis Bay channel. Also, the entrance channel to the new harbor will take the shortest route possible to the necessary depth in Lewis Bay, minimizing the disruption of the marginally productive shellfish beds off of the park. The entire project will be connected into the sanitary sewerage system that now extends to the Yachtsmen Condominiums. The primary dune on Dunbar Point would actually be more protected from damage than it is at the present time, by the boardwalk system. The probable negative impacts are the increased traffic and the released effluent into the harbor that will result from this or any other development that brings activity to the waterfront. These must be minimized to the extent possible, and weighed against the expressed desires of Hyannis residents for increased citizen access to the waterfront.

The impact of this development upon the community may be examined on two levels, the residents in the immediate vicinity of Kalmus Park, and those of the Town of Barnstable at large. The smaller scale is the community immediately surrounding Kalmus Park. A significant portion of the immediate community is somewhat isolated from the park by a salt marsh, and would probably reap only positive benefits from the development. These benefits would include increased recreational facilities nearby, and increased property values. A correctly designed traffic pattern should ameliorate any problems perceived by the residents. The section of the adjacent community most affected by the development would be the Yachtsmen Condominiums. These residents will be the most concerned about any development in Kalmus Park. However, development of the park would only improve the surroundings of the condominiums, blending well with their waterfront motif, and adding to their aesthetic and market values. Although traffic on Ocean Street could be a problem, proposed improvements to the Ocean Street, Gosnold Road, Old Colony Road traffic system, coupled with a proposed shuttle bus service (see Chapter 5) could minimize the impact. Overall, the impact on the adjacent community appears positive.

On a larger scale, this development seems very good for Hyannis, and the entire Town of Barnstable. It encompasses the three main objectives expressed by the townspeople in the Preliminary Technical Report issued by the Barnstable Committee for Growth and Change Survey of December 13, 1977 and provides a major focus for bringing the image of Hyannis back to the waterfront (see Appendix 3.1). It also appears to be the one way to open up the inner harbor to other uses without extreme congestion problems. This is accomplished by spreading the Hyannis waterfront activities along a larger stretch of waterfront. By drawing some of the recreational users to Kalmus Park, the inner harbor will have less competition among users.

The Kalmus Park development will provide a sizable number of jobs in the area, some seasonal and some year-round, and it will provide a means of attracting more of the recreational dollars into Hyannis, that are currently being spent elsewhere on the Cape and the Islands. Thus, this development could provide the impetus for the continued redevelopment of Hyannis.

FINANCIAL CONSIDERATIONS

The exact financial situation of the development is far too complex for a report of this size, and therefore only a bare sketch of the financial considerations for the project will be given here. The overall development cost of the project is expected to be between 1.5 and 2 million dollars. Of this about $700,000 is in the construction of the harbor facility. Operating costs for this development have not yet been ascertained, but it is clear that in addition to the normal operating costs of the marina, there will be additional costs accrued by the Town in the form of increased police and fire protection, road maintenance costs, and other infrastructural improvements necessary to support the facility.

On the revenue side, the Town could expect to take in about $200,000 per year for the prime slip space in the new harbor. (Estimated at 235 boats, 25 ft. average length, $34/ft./season). In addition, winter boat storage on the parking lot could generate $26,000 per year. (Estimated at 211 boats, 25 ft. average length, $5/ft./winter). Summer parking fees could generate an additional $65,000 per year. (Estimated at 800 spaces, 90 percent occupancy, 90 days/year, $1/car/day). And the restaurant, marine support, and retail facilities could bring in substantial monies, since there is precedent in the Town of Barnstable for charging for leases on such prime land, taxes on buildings, and taxes on the land. And these revenue sources do not begin to touch on the potential ripple effects through the rest of Barnstable's economy.

The exact financing method for the development is a major question to be resolved in the design phase of the development. One possibility is the use of general revenue bonds, since the project is essentially a public park. To pay for the design study itself, a Coastal Zone Management planning grant should be seriously considered. In general, the financing questions cannot be answered until a more concrete plan for the development is established.

A meeting with Wendy A. Franklin, Co-ordinator of Coastal Zone Management Program for the Cape Cod Planning and Economics Development Commission, elicited the following information. The CZM program does not include new laws or increase the present number of State or local permits required for development activities but its main objectives are to bring up to date and strengthen local regulations as well as delineate and protect coastal wetlands. (The Wetlands program has not yet reached Barnstable County but it may coincide with this proposed development to protect the salt marsh west of Ocean Street). Ms. Franklin emphasized that obtaining the necessary State permits and licenses, and the support of local environmental groups and constituents is usually sufficient to satisfy the federal CZM legislation because the CZM policies are incorporated into the record of those agencies.

Lewis Bay and Hyannis Harbor Channel are maintained by the U.S. Army Corps of Engineers. Kenneth M. Jackson, Section Chief, Permit Branch, Department of the Army Corps of Engineers, New England Division, was questioned about the procedure to acquire a federal permit to complete the dredging necessary for the proposed development. He indicated that the initial task is to file an ENG Form 4345 with complete and accurate information and clear drawings of the project. It is necessary to state how the dredged material will be disposed of. If the material is to be disposed within the "baseline" (three mile state limit), Section 404 of the Federal Water Pollution Control Act applies. If disposal is made to elevate the parking lot and marine support area the primary concern under the same act is seepage.

As a result of a recent conversation with Mr. Richard Costello of the Division of Waterways, the following procedure for acquiring a State license to dredge or construct any permanent structure below mean high water (pursuant to MGLA Chapter 91) was described: The first step is to file an environmental notification form with the local Conservation Commission (pursuant to MGLA Chapter 131

section 40). A copy of this notice should be sent to the Division of Waterways at 100 Nashua Street, Boston, Mass. The result of this "notice of intent" is an order of condition which is issued by the Town authorities and is forwarded to the State. Concurrently, notification is placed in the MEPA Monitor* and a Chapter 91 license form must be filled out to include engineering plans, location, and other pertinent information. The Division must then obtain a water quality certificate from the Dept. of Water Pollution Control and finally forward the entire application to the Executive Office of Environmental Affairs (EOEA) for a judgement on the permit.

At this point, the EOEA can either approve the application (by signature of the Secretary) or ask for an environmental assessment form to be completed depending on certain thresholds of the project. For this proposed development one would expect the latter because of the intention to provide more than 50 boat slips and place more than 1,000 sq. ft. of solid rip rap, so the proposed development would be "put into" the MEPA Monitor. An environmental assessment may be accomplished in two or three steps but might require a full impact study (seven steps) before a decision can be made on the application.

Finally, the community and local residents will have a direct input into development restrictions as the physical and visual characteristics directly affect the calculation of property tax base. One more serious engineering consideration is the construction of groins or jetties in order to lower the forces of the littoral current across the marina channel, thus causing down-drift erosion. If the littoral current is toward the Yachtsmen Condominiums, the condominium owners will have legal grounds to require renourishment of their beach which would involve a standard procedure of transporting accreted sediment downdrift every four or five years.

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*A bi-monthly publication put out by the Massachusetts Environmental Policy Act (MEPA). Located at: 100 Cambridge Street, Boston, Mass.

RECOMMENDATIONS

It is recommended that the Town of Barnstable undertake a detailed study of the proposed Kalmus Park Recreational Marina to determine its feasibility. Included in this study should be a detailed cost benefit analysis looking at the direct and indirect costs and benefits of the development such as employment, increased public services, costs of financing the project, costs of operating the development, and other revenue producing ripple effects throughout the local economy. The study should also include consideration of the design and technical feasibility of the harbor, a detailed environmental impact study, and a detailed community impact study, both on the area adjoining the development, and on the entire Town. Independent of this design study, it is recommended that the Town of Barnstable look at the proposed plans for redistributing the traffic in the Ocean Street area, and for a shuttle bus service. Both would probably be necessary to the success of this project. With the current redevelopment interests in Hyannis, especially centered around the Village as a Cape Cod port, it is felt that this development would serve as a good starting point for waterfront renewal, and would provide an excellent effort for focusing the redevelopment of the entire Town.

CHAPTER 4

POTENTIAL FOR FISHING INDUSTRY EXPANSION

Based upon work by

Stephen R. Cassella

Problems with the commercial fishing industry are not new. Competition with the Cape Cod tourism industry, and lack of adequate facilities to receive fish are just two of the many problems facing fishermen in the Cape Cod Harbors. This chapter examines the obstacles to fishing industry expansion in Hyannis, and promulgates some alternatives for expansion.

DESCRIPTION OF THE HARBOR AND FISHING FLEET

Hyannis Harbor in Lewis Bay is ideally situated near the productive fishing grounds of Nantucket Sound and Georges Bank. The Office of Coastal Zone Management, the National Marine Fisheries Service, and commercial fishermen have all recognized it as one of the best harbors on Cape Cod.[1]

The harbor covers an area approximately four hundred yards by five hundred yards.[2] It serves as many as fifteen commercial fishing vessels, but regularly there are only six to ten vessels: three to six draggers, thirty-five to eighty feet long; and one to four scallopers (see Table 1).

Most boats tie up at the one hundred-ten foot strip allocated to fishing vessels at Bismore Park along Ocean Street. Only five slips are available, but a small rafting area is also used at the end of these slips. Two or three boats tie up at Baxter's, and additional space exists for layovers at Hyannis Marine. There are no year-round moorings.[3]

[1]David Donahue, A Study of Resource Use in the Hyannis Harbor Area, Resource Economics, University of Massachusetts, Summer 1978, page 2.

[2]An Economic Profile of the Cape & Islands Fisheries, prepared by the Cape Cod Planning and Economic Development Commission, 1978, page 53.

[3]Ibid.

Only four vessels fish year round out of Hyannis harbor: one scalloper and three draggers. The draggers fish for scup, summer flounder, and sea bass during the seasonal migrations of these species, earning most of their earnings in the warmer months.

Definitive data on fish landings are nearly impossible to obtain. Before the enactment of the Fisheries Management and Conservation Act of 1976, the Hyannis fishery operated in almost total anonymity.[4] But even since passage of the act, available statistics have been considered a gross underestimate of actual landings. The data is useful only for relative comparisons from year to year.

Compilation of landing statistics, anywhere in New England, is difficult for four reasons:

1. Fish are often sold outside the town, country, and even state. Only one third of the fish landed on Cape Cod are actually retailed there. Although outside fish buyers are supposed to report the locations of all their purchases, many of them fail to do so, and hence much of the catch remains unrecorded.[5]

2. Many fishermen justifiably consider landing statistics proprietary information. Commercial fishing is a highly competitive business; landing statistics are viewed as company secrets.

3. Disagreement exists in some ports over the necessity for the quota system that regulates the catch of certain species. Violators, those who catch more than the quoted quota, would be prosecuted if they kept accurate records.

4. It is possible for a fisherman to avoid paying income tax on a portion of his profits if he does not report his full catch.

[4] An Economic Profile of the Cape & Islands Fisheries, prepared by the Cape Cod Planning and Economic Development Commission, 1978, page 1.

[5] Ibid. page 2

To what degree any of these phenomena occur in Hyannis is indeterminate.

In 1977, the National Marine Fisheries Service valued Hyannis landings at $158,000 (see Table 2).

TABLE 1

HYANNIS COMMERCIAL FISHING EMPLOYMENT BY GEAR TYPE

GEAR TYPE	NO. OF BOATS	NO. OF MEN PER BOAT	TOTAL EMPLOYED
Otter Trawl	3	3.3	10
Longline/JIG(26'+)	6	2.0	12
Gillnet	1	2.0	2
Scallop	3	5.3	16
Lobster	10	1.6	16
Quahog	1	1.0	1
TOTAL	24	2.5	57

Source: An Economic Profile of the Cape and Islands Fisheries, prepared by the Cape Cod Planning and Economic Development Commission, 1978.

Note: These are the only available statistics by area (Hyannis figure includes Mashpee, Barnstable, and Hyannis).

TABLE 2

TOTAL LANDINGS AND LANDED VALUES, PORT OF HYANNIS, 1975-1978

YEAR	POUNDS LANDED	LANDED VALUE
1975	594,000	$183,000
1976	975,000	$270,000
1977	701,000	$158,000
1978 (Jan.-July)	502,000	$206,000

Source: Totals from National Marine Fisheries Service (NMFS) Port Agent.

For the same year, a study done by the Cape Cod Planning and Economic Development Commission valued the landings at $276,000 (see Table 3). A local fisherman estimated 1977 landings at $1.5 million. As is clearly evident, considerable disagreement exists over the actual value of the landings. The local study repeatedly mentioned that its statistics were extremely conservative. A more detailed investigation would be necessary if a more accurate estimate was needed.

TABLE 3

SPECIES, POUNDS, AND VALUE LANDED: HYANNIS 1977

SPECIES	POUNDS	VALUE
Scup	364,000	$ 72,130
Squid	116,700	48,988
Blackback	101,400	41,950
Sea Scallop	10,000	16,970
Fluke	22,500	16,863
Sand Dab	30,000	8,450
Sea Bass	6,000	4,856
Cod	7,850	2,504
Yellowtail	100	47
TOTAL	870,425	$275,773

Source: An Economic Profile of the Cape and Islands Fisheries, prepared by the Cape Cod Planning and Economic Development Commission, 1978.

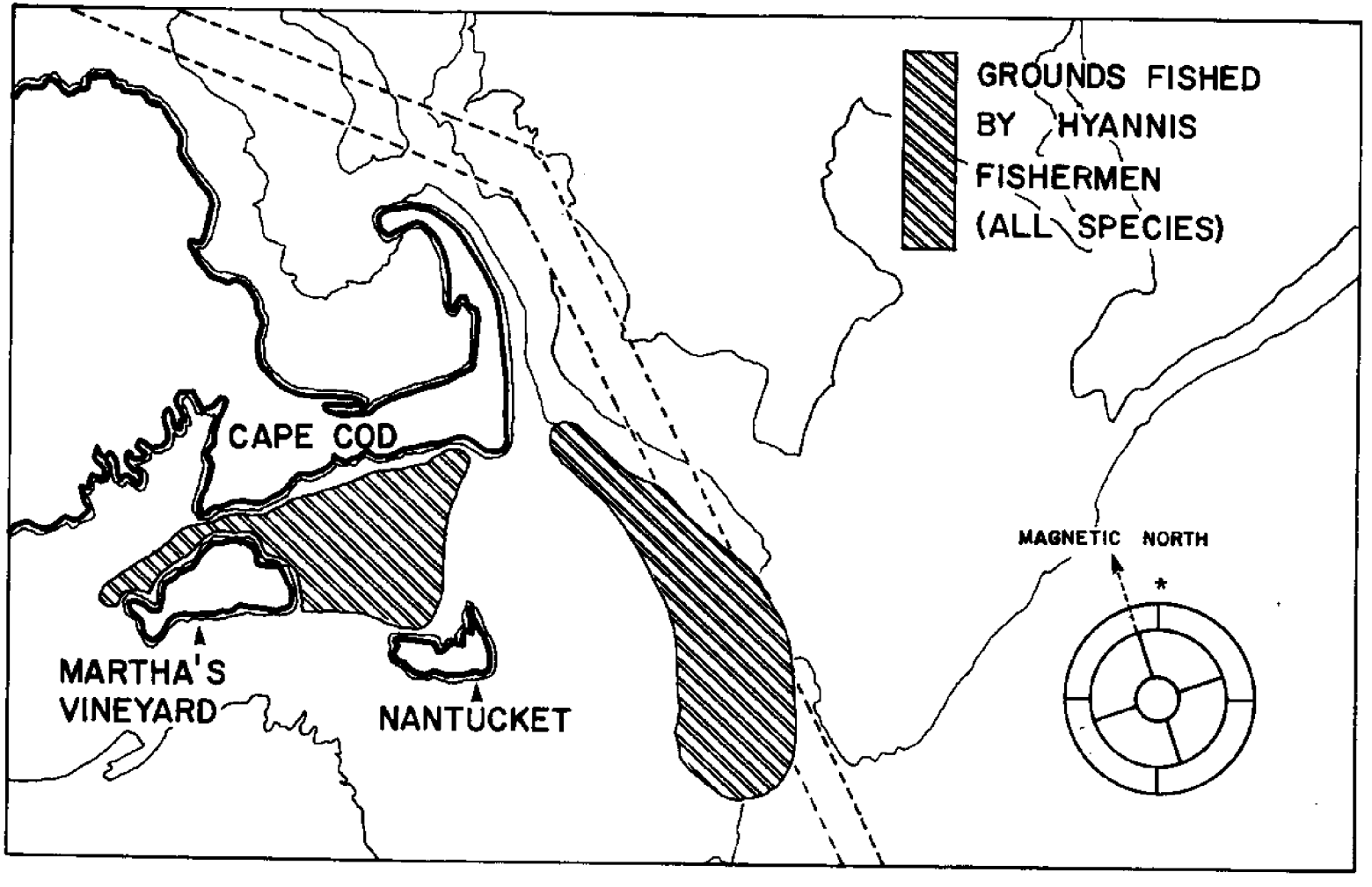


Figure 4.1 Principal Fishing Grounds of Hyannis Fishermen

OBSTACLES TO HYANNIS COMMERCIAL FISHING EXPANSION

At present several obstacles exist that would prevent any effort to expand commercial fishing in Hyannis. First, there is severe competition for dock space: the Hy-Line, the Steamship Authority, sightseeing cruise boats, sportfishing boats, recreational boats, as well as fishing vessels are competing for the limited number of slips available in the inner harbor. Long waiting lists exist at all the marinas to obtain a slip. Any plan to redevelop the harbor that considers commercial fishing expansion a high priority should include the construction of new slips to relieve some of this competition and make additional dockspace available to fishermen.

Second, the numerous uses of the inner harbor have created a severe congestion problem especially in the channel leading to the bay. When the Steamship Authority ferry is entering or leaving, it is nearly impossible for any other boat to pass.

Third, the harbor lacks support facilities necessary for a larger fleet. At present no ice machines exist in Hyannis. A fisherman who needs ice must telephone Brewster to have it trucked in. Often this means a significant delay. In the heat of summer, with severe auto traffic congestion, six tons of ice will melt to less than five tons by the time it reaches the dock at Ocean Street.

The catch is unloaded completely by hand. The fishermen have to pack the fish with ice in boxes, load them on the truck, and bring them to the fish buyer. The fish must then be unloaded, weighed, and re-iced at the buyer's location. This process requires twice as much time as would be necessary if the buyer were instead located right at the dock. In addition, no storage area for boxes, weighing scales, etc. exists near the dock; everything must be brought by truck.

Fourth, the Cape Cod Planning and Economic Development Commission (CCPEDC) study identified only one diesel pump at the Hyannis Marina available to fishermen. This pump is often closed; frequently fishermen must arrange for fuel deliveries by truck. In addition the diesel repair shop is set up only for small class boats. Recently, a fisherman had trouble with the fuel injectors in his boat and had to travel to New Bedford to have them serviced.

ADVANTAGES OF EXPANSION OF HYANNIS COMMERCIAL FISHING EXPEDITION

Despite the present obstacles, there are several advantages to commercial fishing expansion in Hyannis. Hyannis is ideally situated in the mid-Cape near productive fishing grounds. Over two thirds of the fish landed on the Cape are sold elsewhere. Fish buyers have excellent road access to all the major fish markets in New England and the Middle Atlantic states by Route 132 and Route 6.

The first fish processing plant on Cape Cod will probably be located in Hyannis. Mr. George Colley, President of Sea Food Packers of Provincetown, expects to lease space for fish processing at the Hood Ice Cream factory on Route 132. The plant would offer forty to fifty new year round jobs initially and one hundred jobs when renovations are complete. Hyannis harbor would be the closest harbor to the processing plant on the entire Cape.

An input-output study done for the Cape found that the income multipliers for shellfish harvesting and wholesaling, and finfish harvesting were the three highest of the entire Cape Cod economy (see Table 4). The income multipliers were nearly twice as high as for the hotel-motel sector and restaurant sector.[6]

Philip B. Herr & Associates expanded on this research and investigated waterfront site productivity in Gloucester. They reviewed ten possible waterfront uses and found that a ten thousand square foot site supported more jobs in finfish wholesaling and harvesting than any other activity (see Table 5). For example they found that a ten thousand square foot site allocated to finfish wholesaling and harvesting supported six times as many jobs as an equivalent site alloted to hotels and motels; three times as many jobs as restaurants and retail stores; and twelve times as many jobs as marinas, boatyards, and boat rentals.[7]

[6]Dennis M. King, David A. Storey, Use of Economic-Environmental Input-Output Analysis for Coastal Planning, Water Resources Research Center, University of Massachusetts, Amherst, 1974.

[7]Philip B. Herr & Associates, Waterfront Site Production, Prepared for the Gloucester Downtown Development Commission, March 1978.

TABLE 4

ESTIMATED CHANGE IN CAPE COD INCOME AND OUTPUT PER $100 CHANGE IN OUTPUT

INDUSTRY	INCOME	RANK	OUTPUT	RANK
Shellfish Harvesting	$117.49	1	$300.00	3
Shellfish Wholesaling	107.72	2	364.44	1
Finfish Harvesting	98.92	3	276.52	5
Recreational Boat Rent	98.07	4	263.25	6
Charter Sportfishing	90.38	5	282.00	4
Finfish Wholesaling	72.55	6	300.96	2
Marinas & Boatyards	68.29	7	249.71	7
Hotels & Motels	60.49	8	223.61	8
Marine Research	60.04	9	201.99	9
Eating Places	51.58	10	201.79	10
Water Transportation	38.81	11	163.38	11
Power Facilities	4.84	12	110.75	12

Source: Dennis M. King, David A. Storey, Use of Economic-Environmental Input-Output Analysis for Coastal Planning, Water Resources Research Center, University of Massachusetts, Amherst, 1974, Pages 39,41.

In addition, they found that space allocated to finfish wholesaling has an extremely powerful multiplier effect on unemployment (see Table 5 & 6), making use of space with six times the intensity of its nearest rival and nearly one hundred times the intensity of recreational boating.[8]

[8] Philip B. Herr & Associates, Waterfront Site Productivity, Prepared for the Gloucester Downtown Development Commission, Boston, Mass., March 1978.

TABLE 5

WATERFRONT SITE PRODUCTIVITY

ACTIVITY	JOBS SUPPORTED PER 10,000 SQ. FT. SITE AREA ON SITE	IN REGION	PER 1,000 INVEST. ON SITE
RECREATIONAL BOATING			
Marinas, Boatyards	1.5	2.5	70
Charter Sportfishing	3.0	4.5	85
Rec. Boat Rentals	1.5	2.0	85
FRESH FISH			
Finfish Wholesaling	20.0	170.0	125
Finfish Harvesting	20.0	25.0	100
COMMERCE			
Hotel, Motel	3.0	4.0	250
Restaurant	6.5	9.0	125
Retailing	6.0	9.0	125
OTHERS			
Power Facilities	1.0	1.5	330
Marine Research	20.0	25.0	125

Source: Philip B. Herr & Associates, Ibid.

TABLE 6

INPUT-OUTPUT PRODUCTS

ACTIVITY	REGIONAL OUTPUT MULTIPLIER	PERSONAL INCOME COEFFICIENT	REGIONAL JOBS MULTIPLIER
Hotels and Motels	2.2	0.60	1.4
Eating Places	2.0	0.52	1.4
Marinas and Boatyards	2.5	0.68	1.6
Finfish Wholesaling	3.0	0.73	8.3
Finfish Harvesting	2.8	0.99	1.3
Shellfish Wholesaling	3.6	1.08	6.8
Shellfish Harvesting	3.0	1.17	1.3
Power Facilities	1.1	0.05	1.5
Charter Sportfishing	2.8	0.90	1.5
Recreation Boat Rentals	2.6	0.98	1.3
Marine Research	2.0	0.60	1.3
Water Transportation	1.6	0.39	1.3
All Other	1.6	0.29	1.4

Source: Philip B. Herr & Associates, Ibid.

IDENTIFICATION OF OPTIONS FOR EXPANSION OF COMMERCIAL FISHING IN HYANNIS

Four possible sites exist in Hyannis inner harbor where a building could be erected that would include support facilities for commercial fishing. At all these sites slips could either be vacated or constructed to accommodate an expanded fishing fleet. The sites were ranked in order of desirability; five criteria were considered:

1. Acceptability to fishermen.
2. Extent to which use of site would further goal of Barnstable Committee On Growth and Change to reconnect Hyannis with its waterfront.
3. Likelihood of financial viability.
4. Extent to which site would promote public access to the waterfront.
5. Likelihood of Conservation Commission approval.

Option #1

The first option would be to accept the recommendations of the Cape Cod Commercial Fisherman's Coalition and utilize some of the parking lot and green area in Bismore Park along Ocean Street and erect a building that could house an ice machine, fish boxes for unloading, scales for weighing, and any other necessities (see Appendix 4.1). Some local fishermen have expressed a willingness to lease the land, pay for the construction of the building, as well as operate it on a co-op basis. They have also agreed to construct an observation deck similar to the existing deck in Chatham to let tourists watch the fishermen at work.

To promote the success of this project, it would be advisable to close off the parking area for better truck access to the dock. Remaining parking spaces could be converted to a park to improve public access to the harbor. People who formerly used these parking spaces could park across the street or use the shuttle service from Penn-Central parking area as proposed in another section of this report.

This option would be particularly desirable because it lies within the corridor link between the harbor and Main Street. Of the four options, this site would have the greatest impact on recreating the theme of Hyannis as a port as well as allowing interesting public access to the waterfront for tourists.

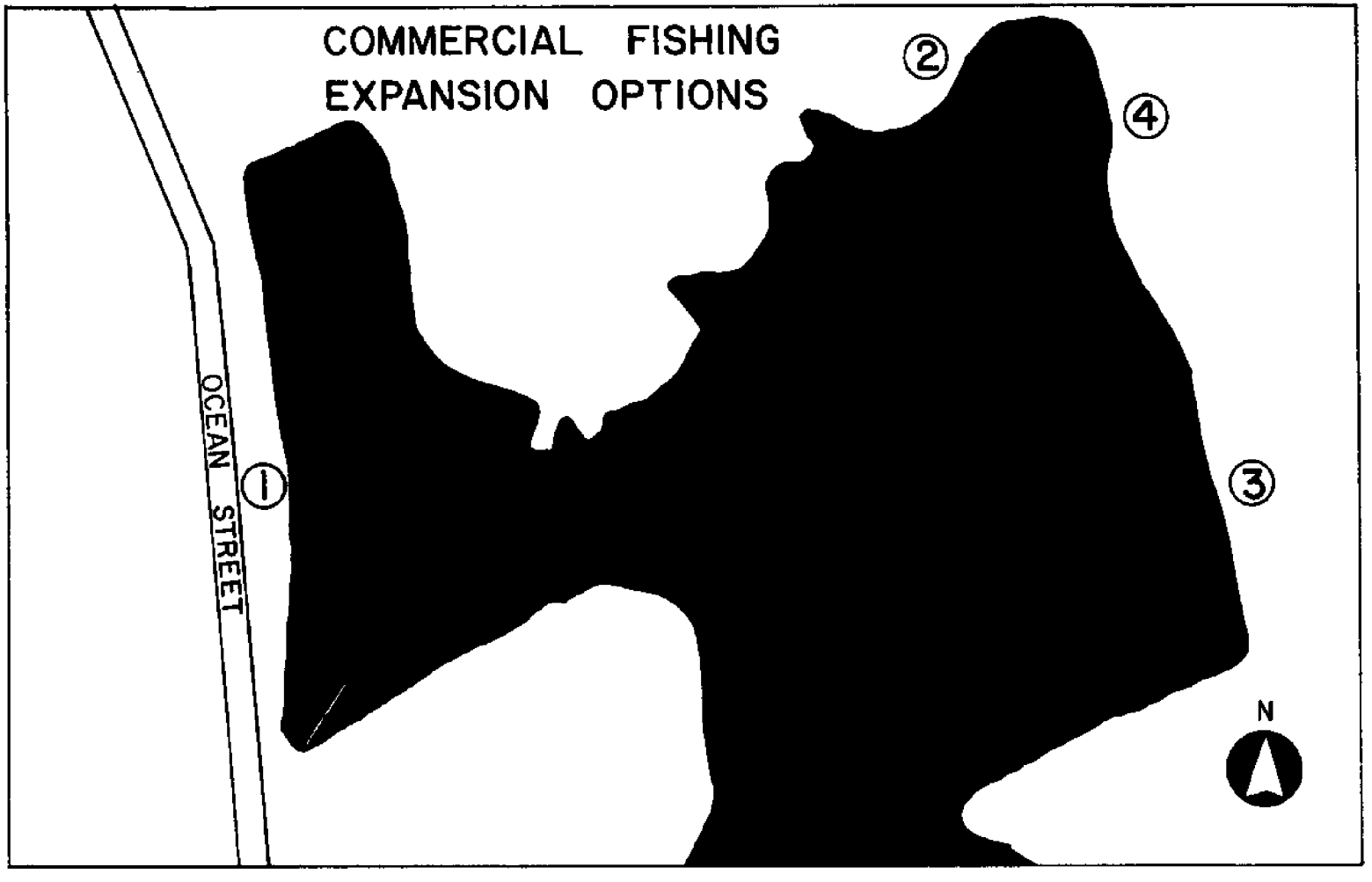


Figure 4.2 Potential Locations for Expansion of Fishing Operations

Option #2

The Parker Realty Corporation of Worcester has already drawn architectural plans for the construction of a building containing an ice machine, three thousand square feet of storage area, a crane for unloading fish, and other support facilities on a site at the Lewis Bay Marina and Lodge. They also plan to add thirty to forty slips in front of the site, some of which will accommodate commercial fishermen. Mr. Peter Consiglio Sr., President of the Corporation, has made unofficial contact with the Conservation Commission and hopes to have the blueprints approved in the near future.

Hyannis fishermen are willing to work with Mr. Consiglio, but would prefer a co-op venture. They are fearful of depending on a private investor, who might have monopolistic control of commercial fishing services in Hyannis.

Since Conservation Commission approval is necessary for construction of this building, the Conservation Commission could require in its Order of Conditions that an observation deck be erected for public access.

Option #3

The third option is coupled with the proposed recreational development plan for Kalmus Park. Since the Kalmus Park Plan is still in the early stages, this alternative has not been researched extensively. The idea of this option is to induce the new owners of Hyannis Marina to become the operators of the proposed marina in Kalmus Park. Hyannis Marina would then be renovated to serve commercial fishermen, operated either by a co-op venture or a private concessionaire. The new owners of Hyannis Marina have made substantial capital improvements which may make them hesitant to even consider this option.

Option #4

The last option was included because it was suggested by the Selectmen at our meeting with them in early April. The idea was to construct a bulkhead, build support facilities, and dredge the harbor at the present town landing. This alternative has the least likelihood of occuring.

In 1974, the Barnstable Conservation Commission turned down a petition by the Parker Realty corporation to construct a bulkhead on their property at the Lewis Bay Marina and Lodge. Although a compromise was finally reached after numerous

appeals, opposition to the project argued that too much of the inner harbor was already bulkheaded. At present sixty to seventy percent of the inner harbor is bulkheaded and it is felt that any additional would not only interrupt the natural tidal flow within the harbor but also create disruptive reflective wave patterns.[10] Another problem is that sediment tends to accumulate in this corner of the harbor; any bulkheading would require frequent dredging. Conservation Commission denial to build here is almost a foregone conclusion.[11]

In addition sewer lines and water lines would have to be extended to the town landing which would require the allocation of public funds. Present concern over high property taxes adds to the unlikelihood of this option. And last of all, neither a fisherman's co-op nor a private developer has applied to construct support facilities at this stie, adding to the improbability of this alternative.

SUMMARY

Expansion of commercial fishing appears to be financially viable and attractive option for Hyannis harbor. Not only does it provide additional year round jobs, support a wider industry base, and have the highest income and employment multipliers of an Cape industry, but it also would provide and interesting tourist attraction that would help recreate the image of Hyannis as a port, one of the goals of the Barnstable Committee for Growth and Change.

[10] See Chapter 3, Kalmus Park Recreational Marina. Page 49.

[11] Conversation with Arlene Wilson, Chairwoman of the Barnstable County Conservation Commission.

CHAPTER 5

A PERIPHERAL PARKING FACILITY
AND SHUTTLE BUS SERVICE

Based upon work by

Tapio L. Kuusinen

This chapter analyzes the effects of constructing a peripheral parking facility and shuttle bus system to serve the downtown and waterfront area of Hyannis, Massachusetts. It focuses on the possibility of using a parcel of land owned by the Penn Central Transportation Company.

HISTORY OF THE PARCEL

As one passes the rotary at Main Street and Center Street in Hyannis, one cannot help but notice a large sign on the north side of the rotary: "SALE 12.3 ACRES, Penn Central Properties, 215-561-1650, Managed by Victor Palmeri and Co., Inc., 1700 Market Street, Philadelphia, PA 19103." The Penn Central Transportation Company is trying to sell this piece of property for which they owe the Town of Barnstable back taxes. The Town has been thinking about buying the land for some time. As recently as May, 1978 a proposal to purchase the property was narrowly defeated at a town meeting.

As early as 1962, an Atwood & Blackwell report[1] suggested the Town purchase the property now up for sale for the construction of a new high-capacity limited access parkway to help alleviate traffic congestion on Main Street. Probably

[1] Atwood & Blackwell, 1962 Town Plan Study Report for the Township of Barnstable, Boston, Mass. 1962

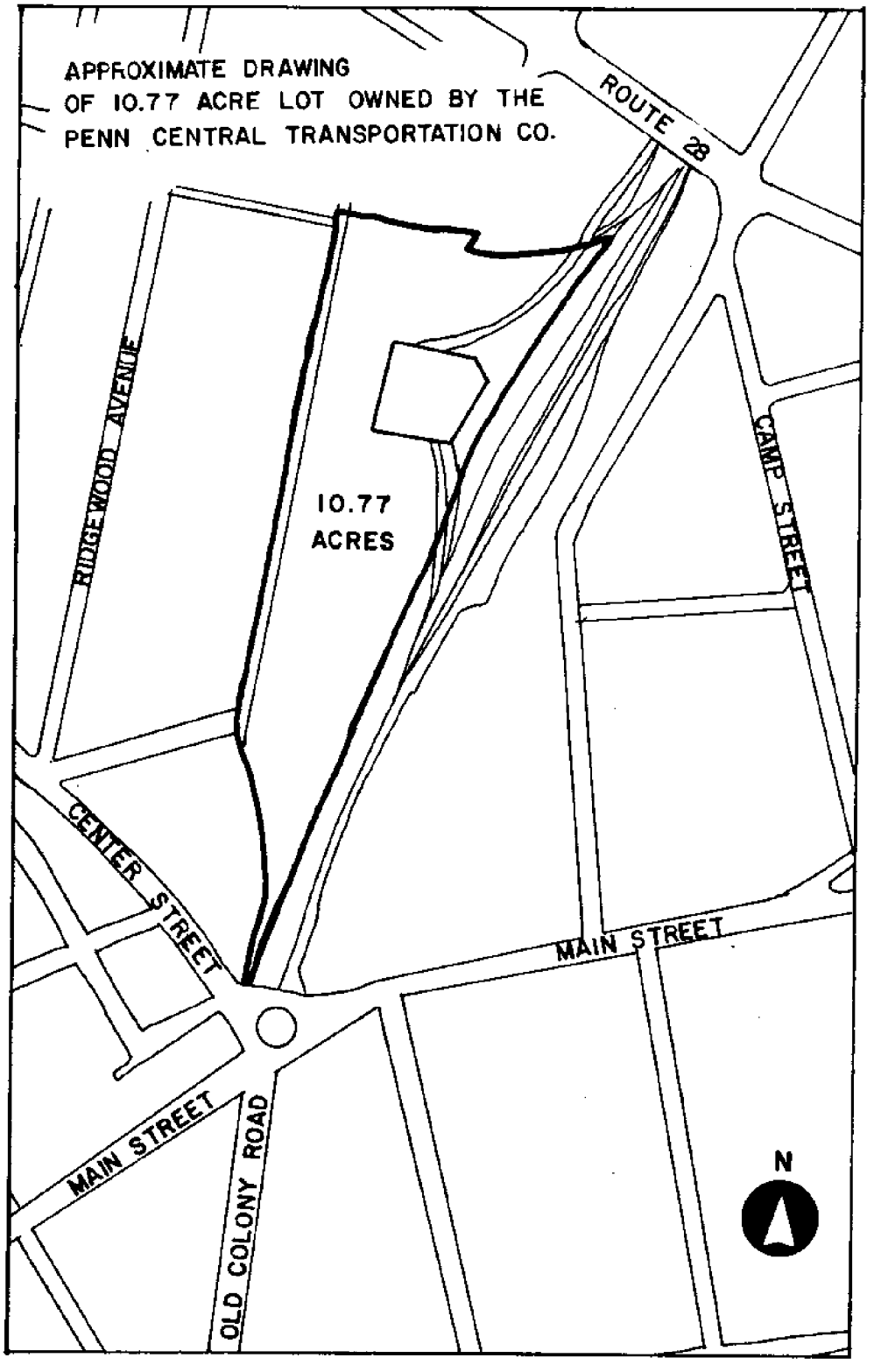


Figure 5.1 Approximate Drawing of 10.77 Acre Lot owned by the Penn Central Transportation Co.

the first mention of the use of this property as a parking facility came in the 1965 Report of the Hyannis Traffic Committee.[2] A 1978 Barnstable Committee for Growth and Change report suggests the development of peripheral parking areas and a shuttle bus service to downtown to aid in increasing the attractiveness of the downtown area while discouraging the entrance of automobiles into the core area around Main Street west of Center Street.[3] The present report considers the impacts of constructing such a facility at the Penn Central property in conjunction with a shuttle bus system.

Although there has been interest in the Town purchasing the Penn Central property in the past, the Town has yet to vote appropriations to do so. A number of difficulties have hampered purchase attempts. First, the sale price of the land has not always been clear. In a December, 1977 letter to the Barnstable Selectmen (see Appendix 5.1), a Penn Central spokesman said that they would accept bids starting at $350,000. The Town failed to put in a bid and it is surmised that Penn Central was not able to find a private buyer.

The December, 1977 letter also claimed that the area of the property was 12.83 acres. Since then, the Penn Central figure has been adjusted to 12.3 acres. The Town Assessor still taxes Penn Central (which is behind on its tax payments) for a total of 15.77 acres of land at the Main Street and Center Street location; Mr. Jones in the Town Engineer's office has a map dated 1977 which delineates a 10.77 acre lot belonging to Penn Central at the Main Street location. Mr. Jones believes that the remainder of the 15.77 acres shown on the Assessor's office map now belongs to the Conrail Company, which owns the railroad tracks north of the Penn Central property. These are still in use (a lumber store and a gas company also presently utilize the northern one-half of the tracks immediately adjacent to the 10.77 acre lot).

[2]Horn, Frank W., et al., Report of the Hyannis Traffic Committee, February, 1965.

[3]Barnstable Committee for Growth and Change, A Citizens Technical Data Report on the Revitalization of Hyannis, Barnstable, Mass., April, 1978.

In addition to the above complications, there is, on the map of the Penn Central property, a totally encompassed parcel of property. A small railroad roundhouse presently sits on this lot. The deed to the lot guarantees the owner of this property access across the land now for sale by Penn Central either to the northeast or the southeast. A way now exists accessing Route 28 to the northeast. This particular piece of property is currently being offered for sale by Poyant Realtors, 275 Barnstable Road, Hyannis.

Another question that comes up in discussion of the Penn Central property is that of access. Access at Main Street is both too narrow and too dangerous for automobiles. Access to Route 28, to the north, must pass near liquified petroleum gas tanks on the right of way of the roundhouse property to get to the congested highway. The most promising access is via property owned by the now-bankrupt Almeida Bus Company. The deed to this lot clearly states that no structure is to be built on this way. The acreage on this way is not taxed by the Town Assessor's office, although it is not immediately clear what rights the Town of Barnstable would have to this way as owners of the Penn Central property without exercising eminent domain powers.

Dispute over the exact title for the property was one reason that Barnstable Selectman Edwin Taylor gave for the failure of the February town meeting to approve purchase. A second reason was a lack of a clear proposal for using the land in a revenue-producing project to offset the price of purchase.

PARKING FACILITY DEVELOPMENT

As pointed out earlier, to both alleviate Main Street congestion, and offer convenient access to the many new developments in Hyannis, a parking facility coupled with a shuttle bus service appears to be a reasonable suggestion. The following section attaches some approximate numbers to the various parts of the proposed facility.

In order to have figures to work with, it will be assumed that the area of the Penn Central property, if purchased, is roughly 11 acres, and the purchase price roughly $350,000. Larry Pichard of MIT physical plant operations indicated that using a stall size of 8' 6" x 20' and allowing 20' backup space behind each stall, one can normally fit just over 100 cars per acre in a carefully laid out parking lot. One might thus estimate that the Penn Central property would have a maximum parking capacity of about 1100 cars. If significant green areas were preserved on the parcel and other uses and conveniences were added to the program, one could expect this figure to fall to something like 600 spaces.

A number of possibilities exist for surfacing the parking facility. At a minimum, a majority of the land will require leveling and grading. With the expected large capacity it also seems likely that the access ways to the different sections of parking stalls in the facility should be paved or gravelled to avoid raising excess dust during dry weather. Also, to ensure efficient spacing of parked cars, it will probably be necessary to pave a section approximately three feet wide between adjacent lines of stalls so that stall depth and width will have painted line references.

Reclaimed grindings from the resurfacing of roadways provide a good quality, inexpensive paving material to meet hard surface requirements. Road construction companies can supply this material and could provide cost estimates once a more detailed parking plan was devised.

It is not recommended that the entire parking lot be leveled and paved immediately upon purchase for two reasons. First the costs of paving (as opposed to retaining a permeable dirt or gravel surface) are aggravated by the probable need for extensive drainage systems, often the highest construction cost for parking facilities. Second, most paved surfaces require a subsurface free of all vegetation and loam. Removal of excavated materials often results in relatively high trucking expenses beyond the cost of purchasing, trucking and laying surface materials.

An even more capital intensive development possibility would be to construct a multi-level parking facility on part of the land, leaving the remainder for the Town to utilize for other uses. A multi-level facility was originally proposed in conjunction with using part of the Penn Central property for the construction of a new parkway linking Route 28 and North Street or Lewis Street (which is parallel to and north of Main Street) to improve automobile access to downtown. The problems of access encountered with constructing just a parking facility on this property indicate that building a connecting parkway would involve complicated land takings by the Town. This possibility will not be considered here. It appears that a multi-level facility would not be required at the site if a majority of the area were devoted to parking, but, of course, if after a period of operation the facility and shuttle service were so successful at drawing parking away from downtown and the harbor that more capacity were required, a multi-level facility could be constructed in the future.

It is probably appropriate to construct the municipal parking facility in incremental stages, adding capacity as demand warrants. If a majority of the larger existing trees were left standing and occasional areas of natural greenery were retained, spaces for 500 to 600 cars could be leveled. Again, for the purpose of having a number to work with, it will be assumed that $100,000 worth of construction expenses will suffice to begin operation of the first incremental stage of parking capacity.

This parking facility would be intended to serve two primary sources of automobiles: those from the Steamship and Hy-Line customers, and those of downtown shoppers and employees. Those drivers presently utilizing parking facilities in the inner harbor area for overnight parking must pay parking fees of between $2.00 and $3.00 per calendar day. Those parking downtown will normally pay 25¢ per hour at metered parking when not able to find space in a free lot.

PROPOSED FEE STRUCTURE

Parking fees are an important issue that must be addressed in order to evaluate the economic viability of the proposed parking facility. Because this is a peripheral facility and most users will have to use the shuttle bus to transport them to their final destinations, the fees should be set to attract long-term -- all day and overnight -- parking.

One important consideration in structuring fees is the fact that the lot is a public facility. The welfare of the Town of Barnstable, and not the narrowly defined profitability of the parking facility, is the appropriate metric for evaluating the success of the project. Numerous considerations should be used in examining possible fees. Main Street merchants would like to improve accessibility to the downtown area and encourage greater tourist patronage of Main Street shops. Town officials would like to see less land in the inner harbor area devoted to parking and fewer cars congesting the intersections of the Ocean Street, Pleasant Street, and Main Street area.

Many tourists simply view Hyannis as a place which must be travelled through in order to get to the islands. The tourist's first perception of Hyannis may be his experience with the parking facility and shuttle bus. High parking and bus fees may convince him that Hyannis is a "tourist trap" and would dissuade him from exploring the downtown area.

Generally, one can expect more people to utilize the parking area as the fee for parking is reduced and as the convenience of the bus service is increased. Clearly the more people who use the facility, the better, but the Town also has an obligation to its taxpayers not to allow the facility to become too great a burden upon the community as a whole. The taxpayers as a group would be expected to benefit from the improved taxbase of a better utilized waterfront

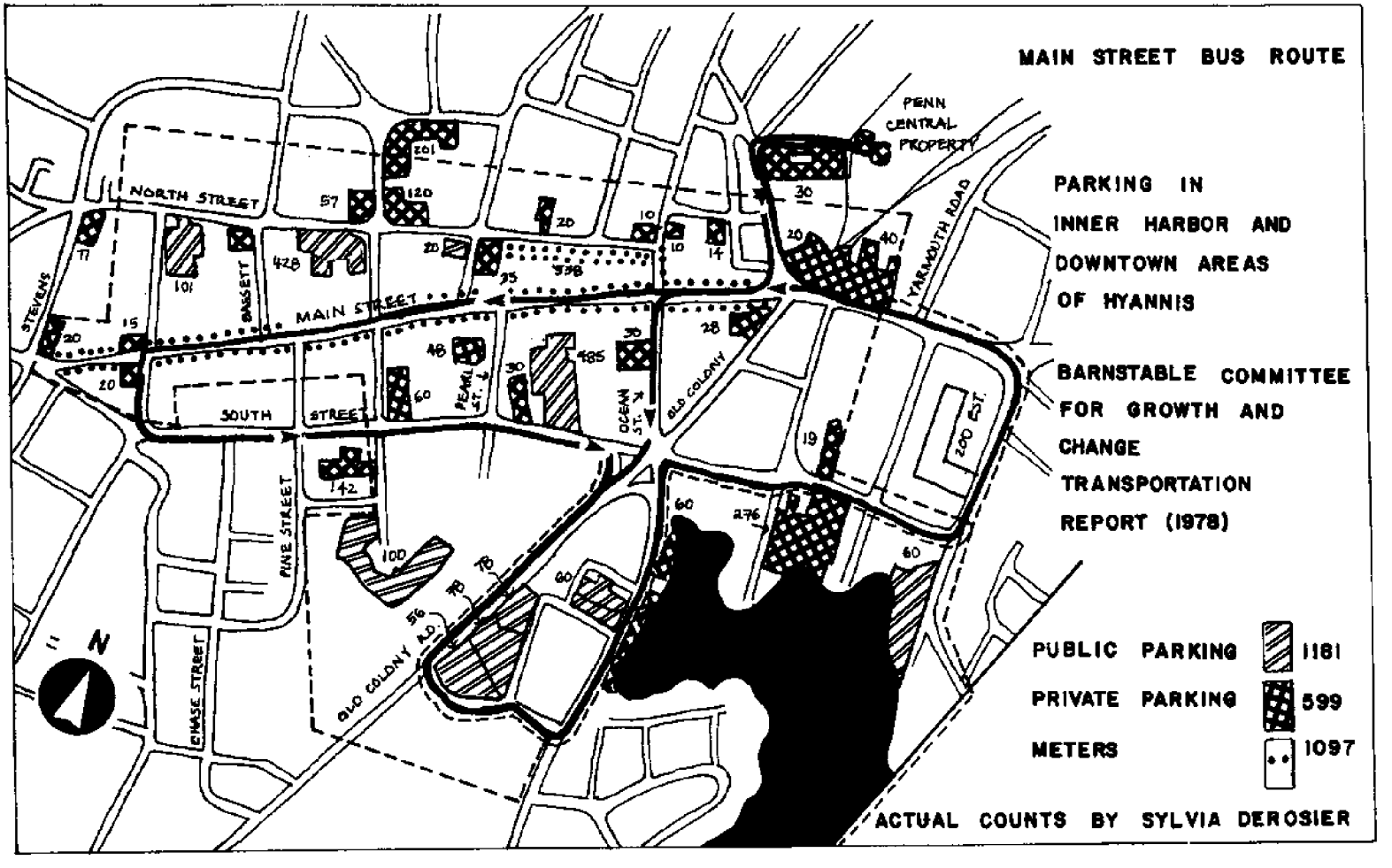


Figure 5.2 Availability of Downtown Parking Spaces and Proposed Main Street Bus Route

and improved business in the downtown area, so an argument can be found for municipal funding of the project. The people who utilize the parking and bus services should, however, pay their share of the cost. Main Street merchants would be expected to benefit more directly than other groups as a result of the service and could potentially be persuaded to share a disproportionate fraction of costs.

Predicting to what degree the facilities will be utilized -- under various scenarios and based upon those predictions determining what fraction of total costs taxpayers, Main Street merchants and users should pay -- is a very complicated task. Econometric models could be formulated and surveys conducted to calculate the price and transit time elasticities of demand for parking and for bus service. A decision analysis could be conducted to elucidate the preference structure of decision makers via carefully constructed lottery questioning. This data could then be used in conjunction with demand projections to optimize bus routing and fares, parking fees, the size of a Main Street subsidy, and the total tax bill to the Town. Sensitivity analysis could be conducted to account for rapidly changing prices and consumer preferences. In reality, all of this high-level analysis may cost more than the net benefit one could expect to realize as a result of delaying decision making until after the analysis was conducted.

A more practical approach may be to conduct a few simple calculations, make some very simple demand projections, and see if the results look reasonable enough to justify an educated gamble in going ahead with the project.

It is suggested that charges of $1.00 for overnight 24 hour parking and 50¢ for all-day daytime parking are low enough to draw large volumes of parkers into the facility and high enough to almost completely pay for the operation of the parking facility and shuttle bus. The proposed parking fee would also include a pass for free day-long travel on the shuttle buses. The 1978 Barnstable Committee on Growth and Change Report, which included a section on transportation in Hyannis, estimated that existing harbor parking facilities were used by over 200,000 vehicles in 1977, mostly attributable to customers of the Steamship Authority and Hy-Line. There are approximately 925 parking spaces in the immediate harbor vicinity (see Figure 5.2). If one estimates

the operating season of the ferrying services at about 200 days per year, and one subtracts the 25,000 cars per season that are ferried by the Steamship, one can predict that on an "average" in-season day, approximately 875 automobile drivers will want to park and travel quickly to either the Steamship Authority or Hy-Line. Thus the surplus of spaces in the harbor area on this average day is 50 spaces. Clearly, on a day just marginally more active than this average day, a shortage of parking will exist just from the spaces demanded by customers of the two ferries. Consequently, one can predict a shortage of parking due to demand for the ferries for about one-half the operating season.

Tenuous as these parking demand estimates are for the two most predictable sources of cars, estimating the parking demand for the remaining harbor uses is even more difficult. Commercial fishermen, yachtsmen, and casual sight-seeing visitors also demand parking space in the inner harbor (note that the Barnstable Committee for Growth and Change 200,000 cars per season count includes headboats at the Ocean Street bulkhead). Rather than ignoring their existence, an average figure of 100 cars per day associated with these other harbor uses will be taken as a best guess.

Using these figures one can estimate an average excess demand of 50 cars per day over a 200 day season. This will, of course, vary a great deal with many more cars looking for parking on hot summer weekends than on dreary early or late season days.

It is common in transportation planning to assume that about one half of all travellers will value time saved in transit at $3.00 per hour or less (for amounts of time less than one hour). It is roughly a 10 minute walk from the middle of the Penn Central property to the Steamship Authority. If a shuttle bus to the Steamship Authority ran every 10 minutes and took about 10 minutes in travel time to get there, a municipal parking customer could be assured that his likely maximum transit time from his car to the Steamship would be 20 minutes, even in inclement weather.

Thus, using the $3.00 per hour theory, one would expect the parker to be indifferent between the $1.00 overnight parking fee at the municipal parking lot and a $2.00 fee on the harbor. Most fees around the harbor are $2.00 or more overnight (with parking at the Steamship at $2.75 per calendar day or $5.50 overnight) so one would expect to be able to draw some parking away from the harbor if people are aware of the relative parking fee structures in the area.

It is not likely that as many cars as the above methodology would suggest will be drawn away from parking at the Steamship lot since those parkers will probably continue to value their physical proximity to the terminal. Many first-time visitors to Hyannis will be hesitant to use something as unfamiliar and potentially confusing as peripheral parking and a shuttle bus unless parking is not available at the Steamship Authority. Parking will probably be drawn mostly from lots further from the two terminals, including lots operated by Hy-Line on Nantucket Street (more will be said about this particular impact later). Given all of these considerations it is estimated that an average of 100 cars per day will be drawn away from existing harbor parking facilities to the new parking facility if the new facility is advertised such that it is relatively easy for the newcomer to Hyannis to become aware of it upon arrival.

Therefore, a total average of 150 cars per day might be expected to be drawn from the harbor area to the new facility, 50 from simple overcrowding and 100 for economic reasons. If all of these cars were parked overnight at the municipal facility at the Penn Central property, one could expect a gross revenue of $150 per day. Neglecting overhead, one would then expect yearly revenues of $30,000 to the parking facility from these sources.

Drawing parking away from the downtown area is not as easily accomplished with economic incentives as it is for the expensive harbor parking. Using the $3.00 per hour theory, if a person parks a car on Main Street for one hour

and pays only 25¢ for this service, even with free parking at the Penn Central facility and free shuttle bus service, this person would have to be shuttled from peripheral parking to downtown in 5 minutes for him to be indifferent between parking downtown or in the peripheral facility.

However, peripheral parking and shuttle bus connections do provide an appealing opportunity to open more downtown parking to shoppers. The 1965 Report of the Hyannis Traffic Committee[4] estimated that of the 3600 parking spaces it counted in the vicinity of the Main Street business district, some 1500 were taken by all-day parkers. If the employers and town officials in the Main Street area truly feel that peripheral parking and shuttle buses are important activities for Hyannis to have, they ought to be willing to use the services themselves and to subsidize the use of the services by their employees. Guaranteed paid passes for only 200 out of the estimated 1500 cars parked all day downtown would already provide a $20,000 subsidy per 200 day-year for the facility.

If the Main Street area were able to organize a sufficiently large subsidy program, it could help ensure that the rest of the town's taxpayers pay very little (or even make a slight profit) for the parking and shuttle bus services. Just from arguments of equity one would hope that the downtown would be willing to provide strong support for the parking and bus since they stand to directly benefit from increased shopper access to downtown. One downtown merchant indicated that many of his associates do favor the shuttle bus idea and would not be opposed to providing some sort of subsidy.

OBSTACLES TO DEVELOPMENT

Three problems experienced in the past with revitalization efforts in Hyannis are: (1) Many plans have been drastic, expensive and were presented in an "all or nothing" fashion. (2) Plans put forward for the revitalization of Hyannis

[4]Horn, Frank W., et al., Report of the Hyannis Traffic Committee, February, 1965.

concentrated benefits in that village while they were to be financed by all seven villages of the Town. (3) Elderly fixed-income residents were leery of allocating to taxes a greater share of an income already dwindling in real terms as a result of inflation.

Addressing the first issue, attempts have been made to show how the parking facilities at the Penn Central property could be developed in an incremental fashion. The same will be done in describing possible bus networks. The magnitude of the expenditures necessary to provide these services is very small relative to an annual Town budget which approaches $20,000,000. As will be shown, with possible federal funding and reasonable utilization levels, one can expect the whole project to come close to being self-financing.

The proposed Main Street subsidy addresses the second issue and should help attract political support from Town representatives of the other villages of Barnstable.

To address the third issue a free bus pass program for the elderly could be initiated. This could help win support for the project from those on fixed income. Using existing Dial-a-Ride services, once on a bus route, the elderly could travel at no additional expense anywhere within the system. The Penn Central parking facility could be used as a waiting point for any Dial-a-Ride vehicles not on call and Dial-a-Ride users who are on a shuttle bus route could return home via a bus to the Penn Central facility. Such steps would increase the efficiency of the services and thus reduce overall costs, by facilitating more multiple passenger trips.

DESIGN OF SHUTTLE BUS NETWORK

Many possibilities exist for the design of a shuttle bus network. However, it must be recognized that operating costs are high and experience elsewhere

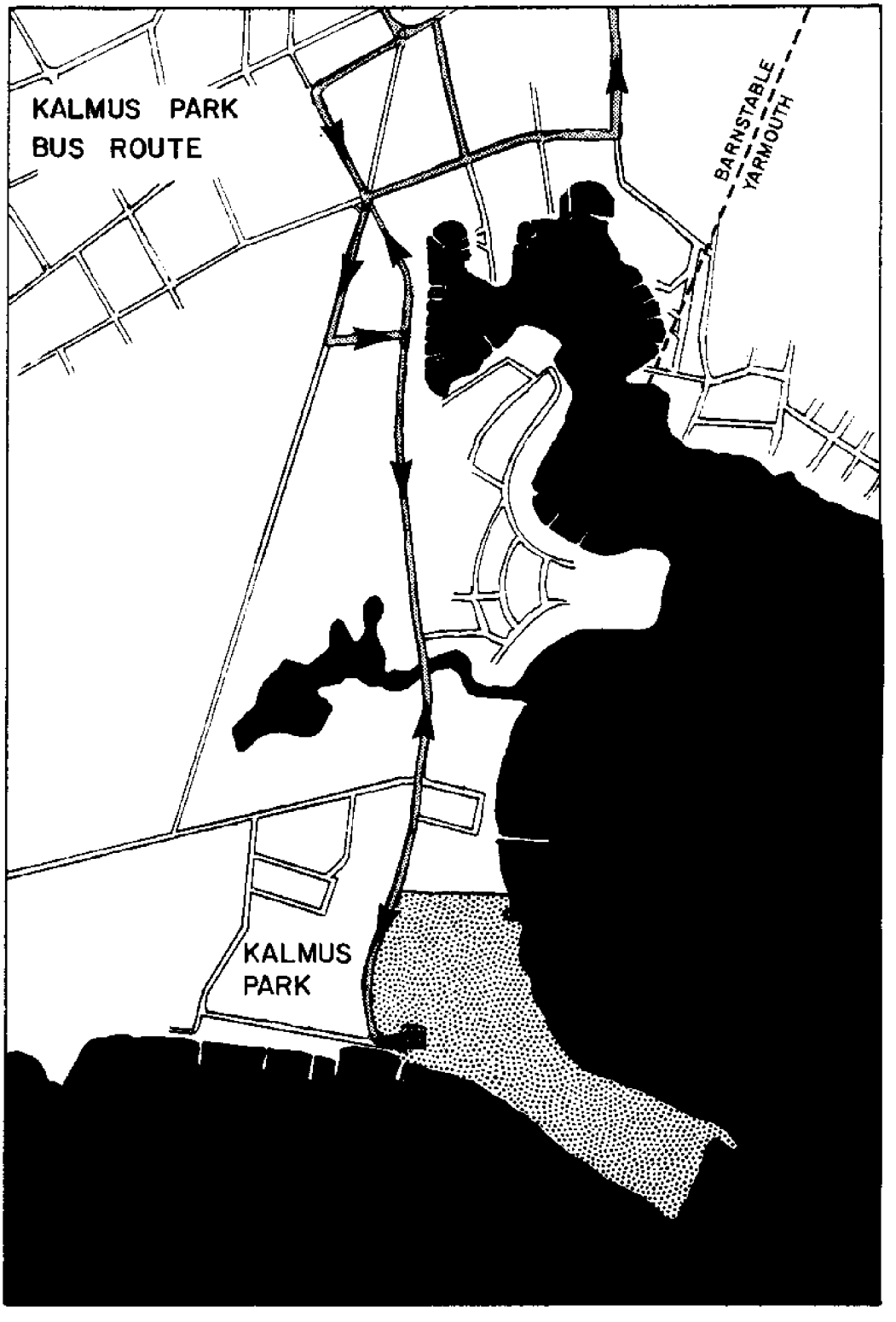


Figure 5.3 Kalmus Park Bus Route

has shown that routes generally don't receive sufficient passenger utilization unless a significant focal point like the proposed parking facility exists (interview with Prof. Nigel Wilson, MIT Civil Engineering Department Transportation Division).

Although the prices of gasoline, automobiles, and autombile maintenance have been rising rapidly in the past few years and are likely to continue to rise in the future, the automobile is not itself likely to be rapidly replaced as the primary means of transport for the majority of Americans. The transition away from the automobile is likely to be slow outside of the nation's largest cities. Given consumer attitudes in this country today, a community of roughly 14,000 like Hyannis does not have a sufficiently high density of commercial and other activity to support a comprehensive bus network linking residential districts with other points of interest. With 500,000 tourists passing through the town every year, however, a service linking peripheral parking with the downtown and the waterfront areas does appear promising.

The network outlined below would require the purchase of 4 buses, each with a capacity of about 25 passengers, with 3 operating at any one time. Two would operate on a Main Street route and one on a Kalmus Park route. Both routes would operate 14 hours a day - from 8 a.m. to 10 p.m., and from April through October, 7 days a week - about 200 days a year. Both bus routes loop around the Steamship and Hy-Line at the beginning of their routes to ensure frequent coverage of these areas since they would be expected to provide the majority of the parkers utilizing peripheral parking. Both routes can be travelled in 6 to 7 minutes in low traffic with no stops, but 30 minutes is allowed in initial scheduling to allow for congestion and passenger pick-up and delivery. (See Figures 5.2 and 5.3).

Each route will travel a loop around the Steamship Authority (and Hy-Line as well for the Main Street Route) before returning to the south end of the parking

facility at the East Main Street Rotary. It is recommended that the Town take by eminent domain enough land just east and north of the rotary so that a turn-off lane can be constructed. Here a second passenger terminal for the facility could be located for those who choose not to board each bus for its initial loop. Additional Community College and town-wide tourist attraction routes could be added if initial service proves successful.

One type of vehicle that could be used for the shuttle bus is the type the Hertz Company uses at their Logan Airport shuttle service. Peter Krest of the Hertz Boston office said that the vehicle used is a GMC Transmode modified by the Comcoach Corporation. The total cost of these 25 passenger, 25' long modified vehicles is $53,000 each. A typical operating cost for these vehicles (excluding depreciation of initial capital cost) is $15.00 per bus-hour of operation.

For three buses running simultaneously for 14 hours a day, 200 days a year, total operating cost would be $15 X 40 hrs. X 200 days = $120,000 per year. Potentially the federal government could provide an 80% initial capital cost subsidy and the state 10%, reducing initial cost to the Town to $20,000. If a 50% federal subsidy of operating costs and an additional 25% state subsidy could be obtained, operating costs to the Town could be reduced to $30,000 per year. One former Massachusetts Department of Transportation official indicated this might be possible.

Federal and State monies are channelled through the Regional Transit Authority and proposals should be presented to that body. If for some reason funding is not forthcoming from the Regional Transit Authority, it might become advantageous to contract the shuttle bus service to a local bus operating firm. Garfield and Sargent operate many school bus services in the mid-Cape area and might be approached to operate a Hyannis shuttle bus service for a flat per bus hour rate.

Typical passenger productivity on suburban residential bus routes is about ten people per bus-hour at a fare of 25¢ per passenger (One would expect greater passenger productivities on these routes but many passengers will already be riding free with their parking tickets and including them as paying bus riders would constitute double-counting). One would then expect to collect $2.50 X 40 hours X 200 days = $20,000 per year in fares.

A summary of estimated economic expenses and revenues follows. Initial capital costs for parking lot construction and bus equipment are both depreciated over ten years, a conservative expected life for a fleet of buses. The initial cost of the Penn Central Property purchase does not enter into these cost calculations. It is assumed that this property could be resold at zero net gain or loss at any time after purchase. Expenses for the 10 year period are $10,000 per year depreciated parking construction costs, $2,000 per year depreciated bus capital cost, and $30,000 per year bus operating costs (it is assumed that overhead costs at the parking lot are small compared to the remainder of costs). The total estimated expenses per year are $42,000. Revenues expected are $30,000 per year from harbor parking, $20,000 per year from Main Street parking, and $20,000 per year in passenger fares, equalling $70,000 in total revenues per year.

If these revenues could be realized on an annual basis, and the $28,000 per year balance were contributed toward the purchase cost of the rail property, it would take approximately 11 years to fully write-off the initial real estate cost.

The above estimates are probably optimisitic especially since they assume continuing federal support of operating costs. However, they do illustrate that with federal support the peripheral parking and shuttle bus project can be viable in Hyannis.

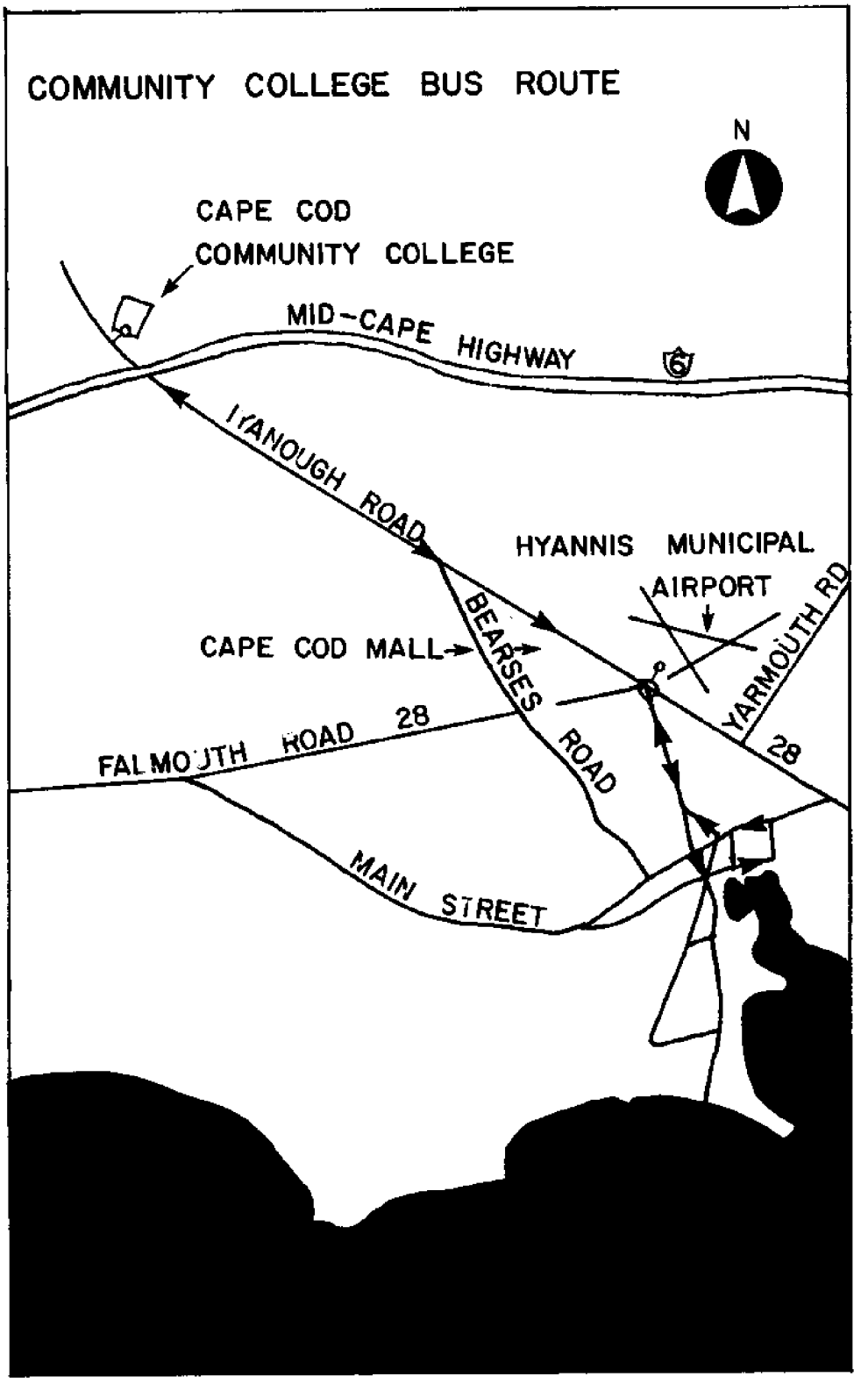


Figure 5.4 Community College Bus Route

A number of positive effects of this program can occur which are not represented in the above figures. With the additional parking capacity, parking can be drawn away from the harbor area, probably beginning with Ralph Bismore Park. Both increased commercial fishing activity and tourist amenities could then be accommodated at the site to replace parking. A policy discouraging other parking areas in the harbor might result in the phasing out of many existing facilities. These would then be replaced with other more productive and water-related activities.

The shuttle bus system would be expected to have a mild effect in diminishing congestion around town, perhaps most importantly numbing the effects of increased traffic along Ocean Street as a result of a new Kalmus Park marina. The bus can also be expected to improve public access to the waterfront at Ralph Bismore Park, Veterans Park, and Kalmus Park. The addition of a Community College route (Figure 5.4) could increase the presence of the Cape Cod Community College in Hyannis perhaps most profoundly if elderly citizen programs were enrolled at the College. Shopping revenues downtown should increase as a result of improved public access to Main Street (perhaps decreasing slightly again if the Community College bus route draws significant numbers of shoppers to the malls). Finally, Main Street and the harbor would be more strongly linked.

Multiple uses could be devised at the parking facility. The parking lot could be utilized by commuters that ride the buses at the Greyhound terminal across the street. Part of the property could be used for a passenger rail terminal (with a turn-around farther up the tracks) for the talked-about expansion of passenger service to Hyannis. With these uses and bus links to the airport and both boat ferries, the parking facility could truly become the regional transit center.

Part of the parking lot could be used for an outdoor food market like Haymarket, Boston; Pike Street Market, Seattle; Fishermen's Market, Venice, Italy and others. A once-a-week flea-market could be established with people selling their wares out of the back of cars or in small stalls as is common on the West Coast. An indoor market could be constructed in the existing Roundhouse (if the property were purchased), or it could be used as a theatre much like the world-famous Roundhouse Theatre in London, England. All of these ideas would be attractive only if a "critical mass" of people flow through the property and should not be attempted before assuring that enough people frequent the area.

Although many groups in Hyannis would be potential benefactors from this project, some also stand to lose. Taxi services might be negatively affected, but buses serve only a limited area and would not be convenient to many residential areas. Most customers who now utilize a taxi service to go to and from the malls, the airport, etc. probably will continue to value the quick service-upon-request and door-to-door delivery that only a taxi is able to provide.

Steamship Authority parking revenues will probably be cut into slightly but as mentioned before, informational problems and physical proximity will probably limit losses.

If parking at Ralph Bismore Park is decreased or eliminated the Hy-Line may suffer some loss in ferrying business unless just as many people are willing to ride a shuttle bus to the Hy-Line terminal as were willing previously to walk the negligible distance from Bismore.

The Hy-Line parking lots also stand to lose business because they are priced much higher than the fees proposed for the municipal lot. As noted earlier, Hy-Line is operating under a no-extension grandfather ruling in competition with the Steamship Authority, preventing them from purchasing new, larger and more economical craft. Therefore, to minimize harm to this service, any tourist literature given out in conjunction with the parking facility and bus service should be sure to emphasize the Hy-Line.

CHAPTER 6

REVITALIZING DOWNTOWN HYANNIS

Based upon work by

Ralph Goodno

This chapter on the revitalization of downtown Hyannis examines past recommendations for the area in addition to comparisons with other successful downtown rejuvenation efforts. It concludes with eleven recommendations for consideration by the Town of Barnstable.

Urban sprawl has settled in on Hyannis over the past 25 years, and with it has arisen all the familiar problems: competition from outlying shopping centers, traffic congestion, lack of access to its harbor, deterioration in some business sections, and problems of maintaining quality and amenities in the Main Street shopping area.

As a result of recognition of these problems 12-15 years ago, several plans were prepared by consultants including Benjamin Thompson & Associates, Inc.,[1] Deane Lawrence Company Incorporated,[2] and the Town engineers (traffic report). All of these problems were addressed in a large scale Town Center, Town Hall, and Inner Basin Proposal which for political, economic, environmental and social reasons has not materialized.

Briefly, this series of proposals recommended sectioning off a portion of Main Street (from Ocean St. to Pearl St.) as a walking mall, creating a plaza, with a variety of cultural and business facilities and New Town Hall where the present Town Hall, post office, and Community College building stands, and enlarging the inner harbor west of Old Colony Rd., with appropriate waterfront development encircling it. Redevelopment, to include office and professional buildings on Main St., was also proposed.

[1]Benjamin Thompson & Associates, Inc. Town Center for Barnstable, Cambridge, Mass. Special Report to the Board of Selectmen, Town of Barnstable Town Center Committee, February 28, 1970.

[2]The Deane Lawrence Company Incorporated, Hyannis A Village Concept Diagnostic Study Undated: 1975, Barnstable, Mass.

More recently, the Barnstable Committee for Growth and Change prepared a report also addressing these same problems.[3] Highlights of this report were the renovation of the Community College Building for a new Town Hall, rezoning of the waterfront to allow greater buisness development, development of a park area from Main Street to South Street in the vicinity of the new Town Hall, improvement in visual and physical access to the harbor, and undertaking some cosmetic "face lifting" of shops on Main Street.

The problem of revitalizing any city center revolves about how to attract people back onto the street and into the shops. The malls have combined a more attractive shopping experience - comfort, easy parking, and high quality and varied shops that provide for a range of pocketbooks, life-styles, needs and sensitivities.

How can this pleasant mall experience be replicated on Main Street, U.S.A. and at such a magnitude that it will attract large numbers? And how can merchants put a package together that the Town can afford, and that is politcally acceptable?

Some basic premises were used in the recommendations included in this report. It has been said that "the street is the River of Life," and people are more comfortable and interested in good old-fashioned streets where there is lots of activity. Quincy Market[4] for example, is probably the best example of successfully revitalizing a city anywhere in the U.S. Here are all the ingredients for a successful experience - an emphasis on sidewalks and street corners to use to sit, converse and dine; a wide variety of specialty shops to serve all intersts; attractive displays; appropriate architecture; expert landscaping; shade and lighting; restrooms; and appealing signs. It embodies the idea that people like people, that people like outdoors, that they need places to sit, that people-watching is a form of recreation, that people like to eat outdoors, and that space should be devoted to more open areas and fewer stores. An analysis of Quincy Market would rate high in these respects - a good reason for its success.

[3]Barnstable Committee for Growth and Change, An Action Program for the Revitalization of Downtown Hyannis, Barnstable, Mass.

[4]Boston, Mass.

In facing the challenges of revitalizing downtown Hyannis, the first step might be the creation of an economic development commission* made up of decision makers in the community, not just business men and Town officials, for the purpose of:

a) preparing a long-range plan of projects to be carried out in units which are manageable within the capabilities of the Town

b) searching for public development funds through the Federal Assistance Program Retrieval System

c) encouraging private redevelopment

d) providing coordination with other boards and interest groups

e) providing incentives to the business community

f) assisting rezoning where necessary

g) encouraging job creation through development of new "smokeless" industry.

The following recommendations are submitted for the consideration of the Town of Barnstable.

a) As is shown in Figure 6.1, it is proposed that a long-range plan be established for revitalizing the area between the old and new town halls. The park area in the center of town could be developed to include a village green in the circular area immediately north of the New Town Hall, and to include a bandstand adjacent to this site. An attractively landscaped walk could be provided from Main Street to the New Town Hall, and eventually the sides of the park could be utilized for a variety of seasonal specialty shops with appropriate housing (sheds or stalls). Future planning should include providing incentives to private development to construct a theater, restaurant or art center on the present parking area behind the Old Town Hall. (Some consideration should be given to reduced need for parking as a result of the gasoline situation). The Old Town Hall could be converted to a Maritime Museum or Art Center to add additional interest to the area.

b) The linkage from the Main Street Center to the harbor should be improved. In order to achieve this objective several steps should

*Editor's Note: Such a commission is now functioning.

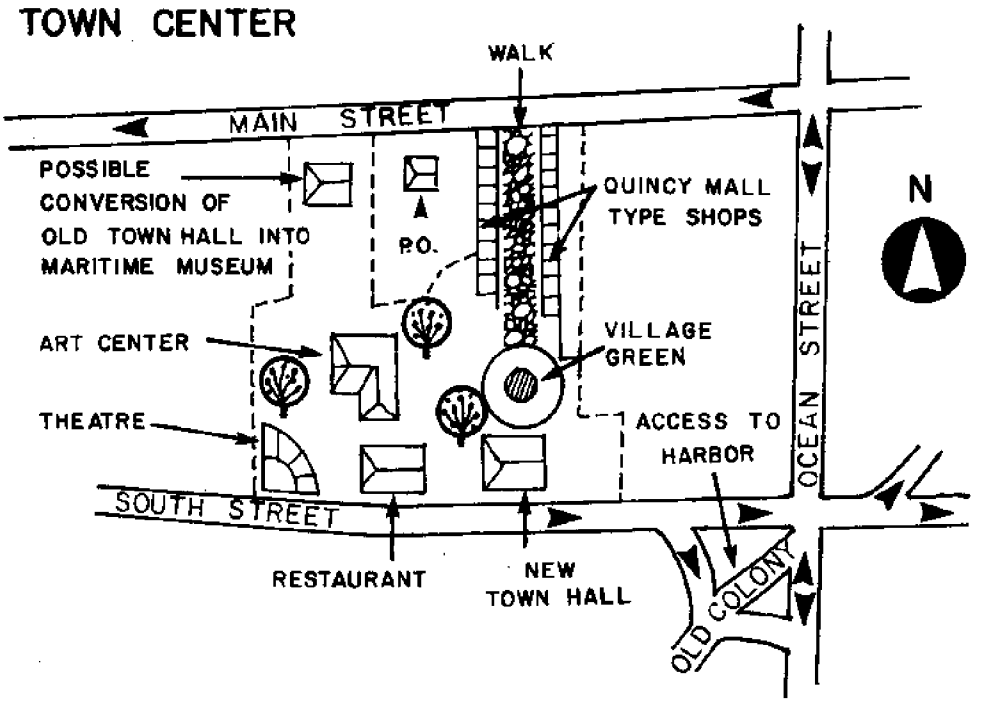


Figure 6.1 Proposed Utilization of Area Between Old and New Town Halls

be taken as indicated in Figures 6.2 and 6.3. Traffic on South and Ocean Streets is heavy during the tourist season, and the view toward the Harbor, even with the three residences at the corner of Ocean and South Streets removed, is limited. To move pedestrians safely across South and Ocean Streets toward the harbor probably will require additional structures or changing traffic flow. Consideration should include development of an underpass or elevated walk way for both South and Ocean Streets. The elevated walk would further enhance the harbor view while traversing it, although to some extent it may be objectionable from an aesthetic point of view from the ground. Good design would be important.

Another alternative might be to make Ocean Street one way (north) from Nantucket to South Street and Old Colony one way (south)

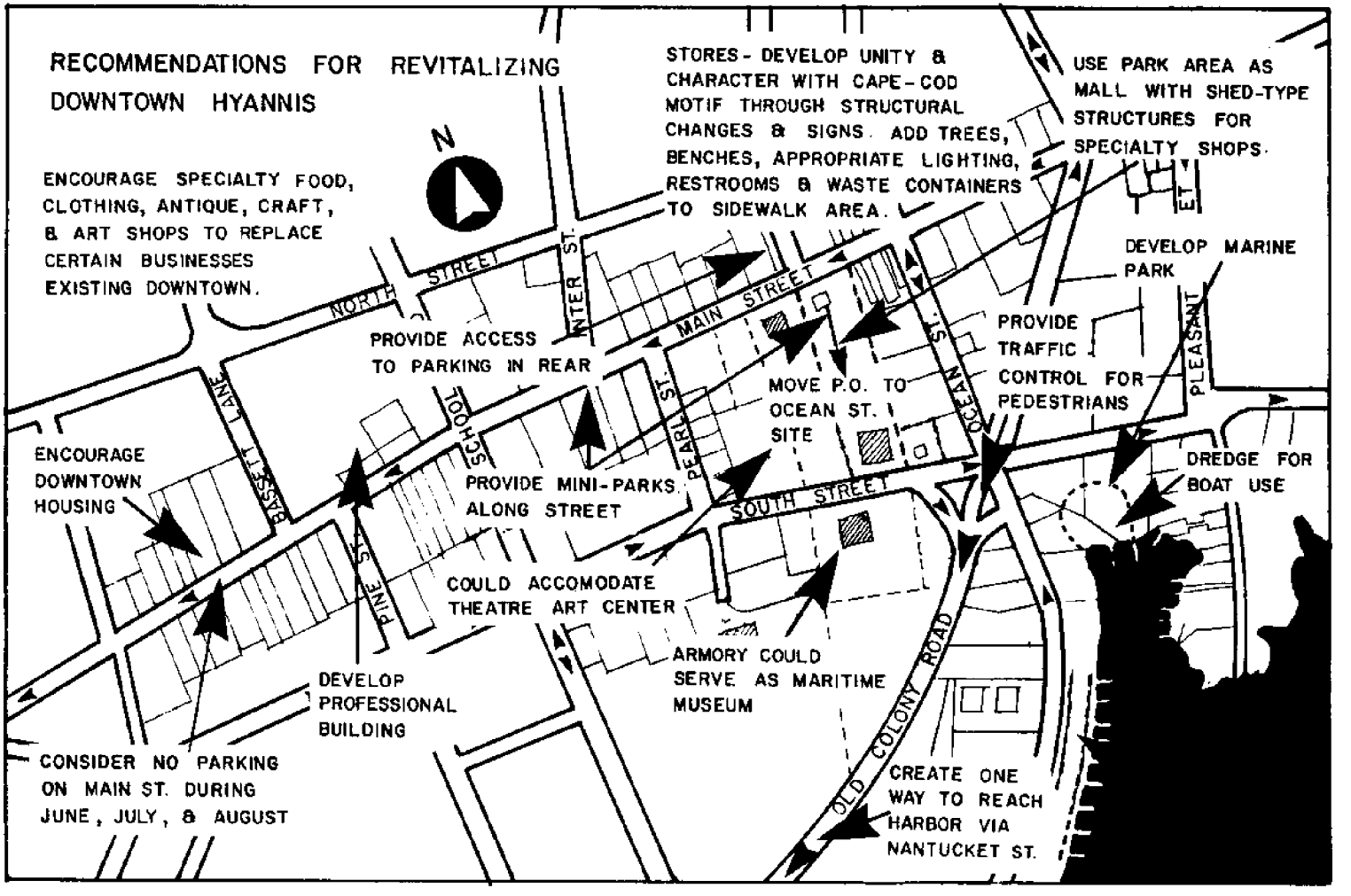


Figure 6.2 Recommendations for Revitalizing Downtown Hyannis

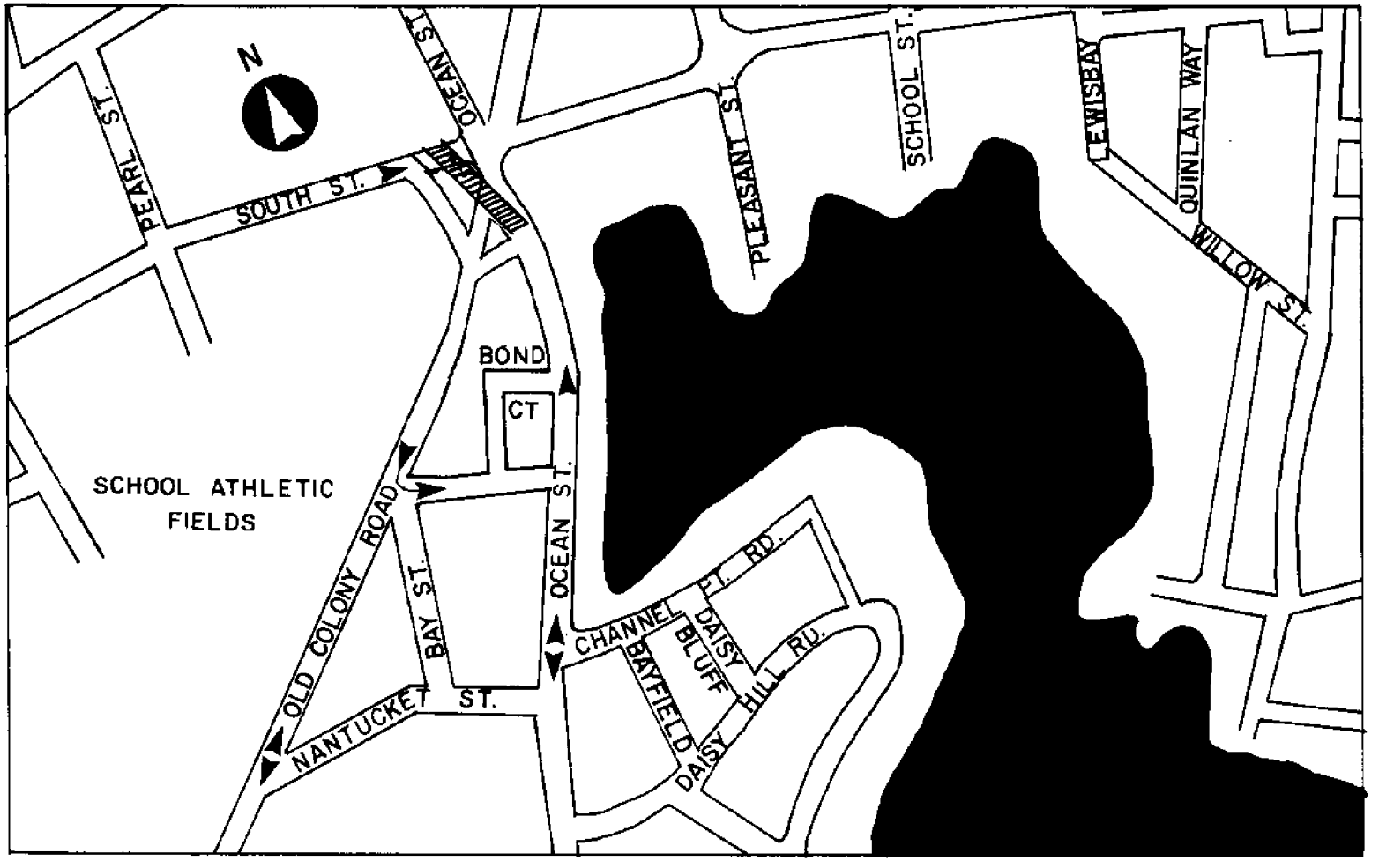


Figure 6.3 Suggested Use of One-Way Streets

from South to Nantucket Streets. Nantucket Street would be two way allowing the linkage necessary for south bound traffic going to the harbor area, and points south. This would relieve congestion at the traffic lights on South Street. Pedestrians from the village center would have traffic controls east of the intersection of South and Old Colony, and would be able to cross with less competition from vehicles. To improve the view, it is recommended that land be acquired behind the three residences at the corner of South and Ocean Streets and that a small basin be dredged out to include limited dock facilities. A small marine park similar to the Waterfront Park in Boston could also be provided. This would not only provide the necessary interest to move people across the intersection, but would also enhance the view from the New Town Hall to the harbor.

c) The public grassy strip at the wharf area shown in Figure 6.2 could also be utilized, if parking were eliminated, as a marine park with facilities for sitting and eating, plus concessions and tourist shops. Additional space could be allocated for the unloading of fishing boats. Parking on public land west of the New Town Hall could be used, with consideration that public transportation from the proposed Regional Service Center (Penn Central land) would reduce parking demand.

d) Increase the attractiveness of Main Street. A comparison of the present utilization of Main Street as shown in Figure 6.4 and the proposed pedestrian area in the mall shows some marked differences. The mall would be comfortable because of the many shopper conveniences and amenities whereas Main Street now has little appeal. In order to attract people to Main Street, the sidewalk and street area should also have these amenities. Most important would be places to sit,

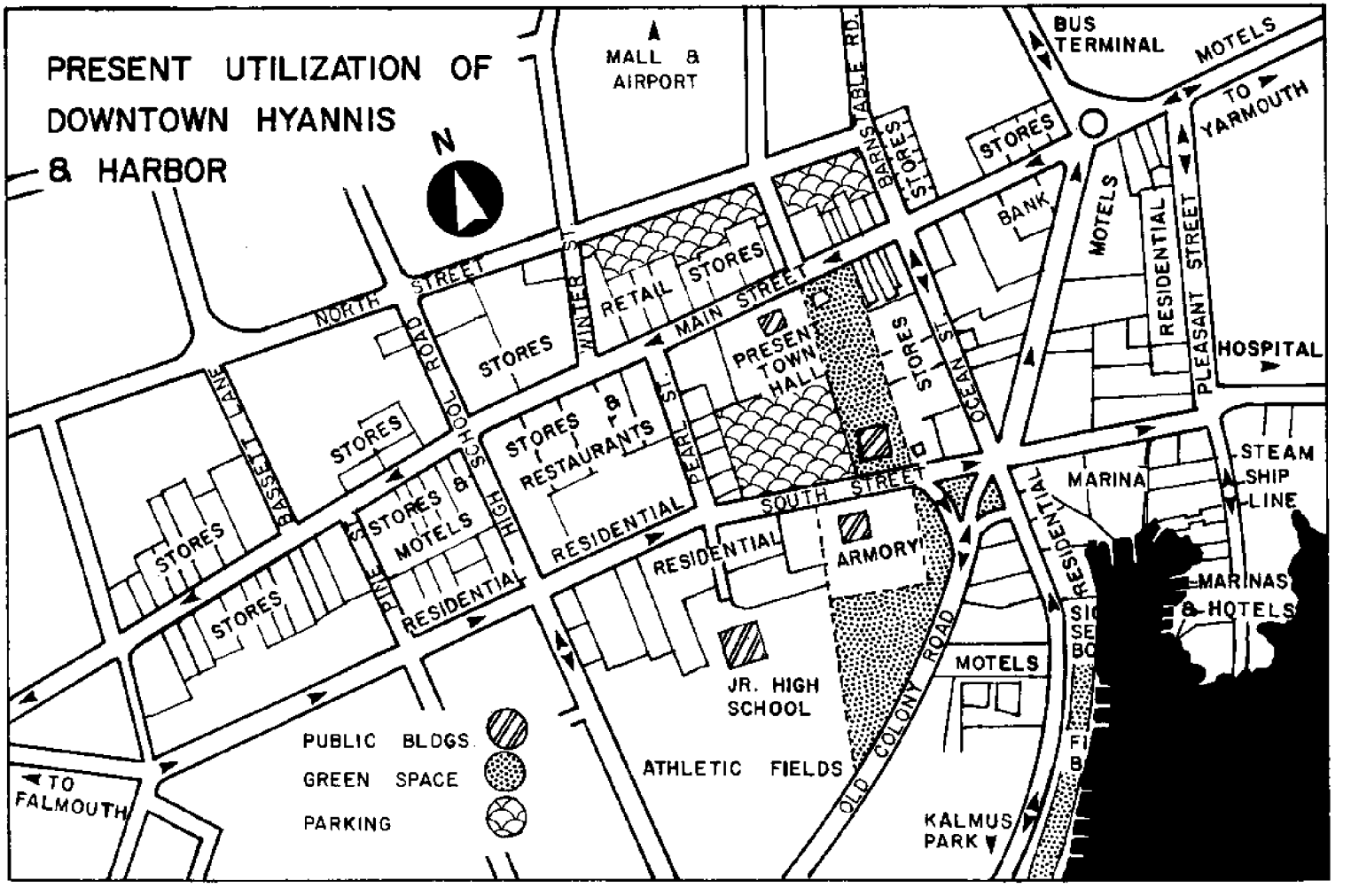


Figure 6.4 Present Utilization of Downtown Hyannis and Harbor

relax and converse. Attractive tree plantings (of species and sizes that will survive adverse conditions) should be added, along with restroom facilities, waste containers, and colonial street light fixtures. The store fronts should be restyled in a Cape Cod motif in order to provide character and quality to the area. The sign by-law should be amended to regulate style as well as attachments and size. Window displays and graphics and store lighting should be upgraded to increase interest and appeal. Mini-parks could be created along Main Street to make the area more attractive and convenient for shoppers and strollers. For example, the vacant lot near the old theatre that is now up for sale, could be developed into a well-designed, well-landscaped sitting area with benches, trees, lighting, waste containers, and even a "tot lot" for the convenience of shoppers and residences. This particular site might have the potential for visual and physical access to the harbor, provided land and buildings could be acquired along Ocean and South Streets. The island in front of the Old Town Hall could be a mini-park as well, if the traffic were rerouted as suggested. One observation by William Whyte, author of Securing Open Space for Urban America, is that an important concept in revitalizing the cities is to provide "fewer stores and more vacant spaces" to attract people downtown.

e) Provide access from the town parking facilities north of Main Street to the stores by opening up an access way for pedestrian movement. This route could have stores along the sides and include some of the amenities mentioned above. Many more customers would pass such stores and this increased exposure might be an incentive to rebuild. In any event the town might want to provide an incentive with tax relief, etc., to encourage the idea.

f) Increase the magnetism of the village center idea by interesting private capital in the development of a theatre - art center - maritime museum complex where Town Hall parking is now located. An outdoor restaurant could possibly be added. The attractions here must be strong enough to compete with shopping centers. Development of a Quincy Market style plaza - cultural center - waterfront linkage is a possibility. Any plan for bringing more people, both tourists and residents to the city center must be mindful of the present parking problems and the urgency of providing public transportation. Less use of automobiles would create a better environment for increased pedestrian traffic but transport alternatives must be provided. Some might be encouraged to use a shuttle bus from the Penn Central property or to park in the lots north of Main Street.

g) More office space for professionals and businesses should be created in downtown Hyannis. This might be a good option for renovating marginal store blocks by private redevelopment interests. In addition to bringing more people into the area, it would also increase the number of workers who are potential customers for shops.

h) Downtown housing should also be developed over some of the stores. This would enable merchants to capitalize on valuable space and provide housing for those unable to commute to shopping areas. Such an intermixing of housing, offices, and shops is one factor in the success of the Quincy Market. Furthermore, downtown housing will probably be more attractive as the expense of operating cars increases.

i) Consideration should also be given to banning parking on Main Street during the tourist season. As a first step a survey should be

conducted of those using parking meter space. Whyte in his analysis Securing Open Space for Urban America comments that many using Main Street parking are not potential customers. Further, he says, "Merchants are going to begin to realize that when parking is taken off the streets of downtown it will function much better and so will their business."

j. The possibility of reducing the number of U.S. Mail trucks using Main Street should be investigated. In one planning report, this trucking was considered to have a significantly adverse impact on traffic. It was further stated that the Post Office was amenable to some sort of compromise which might take the form of reduced trucking.

The Town should, through the Office for Community Development make a serious study of these possibilities formulate a specific plan of action, and implement it.

CHAPTER 7

CONDITIONS FOR SUCCESSFUL
IMPLEMEMENTATION OF RECOMMENDATIONS

Based upon work by

Robert C. Lowry,

Amy F. Philipson

and

Beth Tavrow

Revitalization doesn't take place unless the proposed policy changes and plans are successfully implemented but it is at this stage that well intentioned plans often fail. Many difficulties arise: citizens and policymakers frequently lack adequate understanding or insight into the other's viewpoint, financial, political, or environmental impacts may impede scheduled progress, or authority is not assigned and it becomes unclear where responsibilities lies for following the project through to successful completion. Chapter seven promulgates five conditions which must be met to ensure that a good proposal survives the implementation stage and comes to fruition.

As students, our introduction to the Hyannis project raised in our minds questions of the type that would come to someone who was shown an unorganized storeroom and told that he could do anything he wanted with its contents. We looked at some of the things inside, mentally noted the dust signifying non-use, and wondered what had been done in the past, what the owners wanted done now, and what truly needed to be done. It appeared to us that over the years the owners had acquired things but then did not know what to do with many of them, so they were stored. We wondered why these things had been stored and not used, what purpose some things were originally intended to serve, who had asked that they be purchased, who had decided they were no longer to be used, and whether they should remain in storage or be scrapped. Finally, we decided that a plan was needed for organizing the contents of the storeroom; one that would also encompass ways to arrange contents added at a later date as well as those already there. As we applied these thoughts to the Hyannis Harbor area we concluded that a coherent plan for its development was what was needed. What was most interesting, however, was our discovery that numerous plans had been designed for Hyannis in the past but never implemented. Why weren't the plans, in whole or in part, implemented? This question is the focus of the work reported in this chapter.

The first step then was one of educating ourselves about the plans undertaken for Hyannis in the past, and learning from interested Hyannis constituencies

what we could of the origin and fate of the plans. We also began to examine planning processes that might be suitable for the present and future. We listened to Selectmen as they expressed their views of problems and their ideas for solutions. We talked to Town residents who had been involved both in past plans and current initiatives for solutions. We read through the plans which had been formulated over the past 15 to 20 years. We tried to analyze how plans were designed and proposed and what steps were taken toward their implementation.

We concluded that five conditions must be met satisfactorily before a plan could successfully pass a town meeting and be implemented. These are:

1. A planning project should be undertaken only in response to the actual existence of a problem or request. The citizens who will eventually pass or defeat motions on a series of improvements must be as aware of the problem as they are of the solution.

2. An acceptable comprehensive plan for action must include a schedule for its phased implementation.

3. The planning process must include active citizen participation or it will fail to incorporate and resolve conflicts among the diverse interests within the Town.

4. All possible impacts, including economic feasibility must be examined.

5. A coordinator or responsible agency must be assigned to oversee implementation of projects. The recently created Office of Community Development would presumably have this responsibility.

This report documents the history of planning in Hyannis. It also documents the process which led to the formulation of these five points which we believe must be considered if a plan is to be successfully promoted and implemented.

1. *Is there a valid reason for undertaking a planning project?*

In 1962, the Atwood & Blackwell[1] company prepared a plan for the Town of Barnstable Planning Board. It was funded by Section 701, Title VII of the Housing Act of 1954. The final plan doesn't seem to be based upon the opinions or recommendations of the residents of the Town. Although the ideas may have been good, no strategy for implementation of the plan was included.

No groups in particular supported or requested it and it does not claim to address critical problems. This type of plan is meant to stir discussion, not action. In that respect it can be useful.

The 1964 Atwood & Blackwell[2] study of Kalmus Park was constructed in a similar manner. The plan tells the Town what a "good" policy for Kalmus Park would be. Since the study was not undertaken as a result of Town consensus or even to resolve any particular conflict, it's not clear that "good" satisfied any particular user interest of 1964. In any case, the plan presents an idea, which is useful as a basis for discussion, but not as a blueprint for implementation.

[1]Atwood & Blackwell, Township of Barnstable - 1962 Plan Study Report: Boston, Mass.

[2]Atwood & Blackwell, Town of Barnstable, Massachusetts - Kalmus Park - Study and Plan; Boston, Mass., November, 1964.

Plans are sometimes prepared to provoke discussion or to discover trends which may have important consequences for the future. They may also be prepared as a statement of policy, or a guideline for decisions among complex development alternatives. In any of these cases, no tangible action may be taken other than town meeting acceptance of the presented resolutions. The Atwood & Blackwell plans are illustrative of this type of plan. There was no internal motivation, no interest in a special problem in the Town which made action necessary.

This last statement, once made, might seem obvious. But when considering why a plan is not implemented, one must begin with this initial point of inquiry: why should action take place; what prompts it?

Also to be considered are such points as: Are development decisions influenced only by special interest groups or are recognized Town objectives being met when a specific action is taken? For example, a Town objective might be to control and decrease the traffic along Main Street. Does a push for increased tourist trade, by the businessmen, coincide with this objective? Objectives and priorities should be made clear and consistent and not side-stepped, ignored or twisted by a consultant, planner, or special interest group. If the issues are muddled, an informed public cannot successfully choose among alternatives.

2. *A comprehensive plan for action is unlikely to be accepted unless it includes a well defined implementation schedule.*

By 1969, the Cape Cod Mall was a reality. It was drawing retail trade away from the center of Hyannis. The downtown business community had a reason for taking action. They spurred an effort to revitalize Hyannis Center and convinced the Town Meeting to appropriate funds for Benjamin Thompson Associates, Inc. to produce a plan.

The resulting plan was a set of recommendations which would have substantially changed Hyannis Center, but these didn't pass in the Town Meeting. During the course of interviews, many people told us that it was a good plan, pointing out that many suggestions in it are part of the present effort at revitalization. However, they added that they didn't really see the need for such a large change at the time. A typical response from residents was, "I live in (or moved to) Hyannis because I like it."

The plan represented too drastic a change to pass in its entirety. We found that residents were able to articulate their views of the problems facing Hyannis: summer traffic congestion, high rate of growth, and spread of commercial ventures into the other villages of Barnstable. At present, there is widespread sentiment that some action is necessary, but residents do not see drastic change as necessary or desirable.

Although there is a feeling that "something should be done" there is no clear agreement about what it should be, based on our conversations with residents. A comprehensive plan for action requires agreement on many issues among diverse interests and is very difficult to formulate. Likewise, it is difficult to obtain Town Meeting approval for a comprehensive policy plan, that defines specific legal means of managing growth and development.

However, planning on a comprehensive level serves an important function not served by specific development proposals.

A plan which outlines the priorities and goals of the Town provides an essential framework within which to formulate motions relating to specific actions for presentation to the Town Meeting. Passage of a general resolution accepting the comprehensive plan provides an endorsement that the citizens support the concepts of the plan and offers encouragement for Town leaders to proceed to formulate specific steps for implementing the plan. These can then be judged in the context of the overall plan.

There is some danger that passage of a resolution endorsing a comprehensive plan will create unwarranted expectations that specific actions will follow. However, it should be recognized that it is easier for a large body to agree on general policy issues than on the specific steps by which those policies will be implemented. Acceptance of a general policy plan may not involve any requirement for an implementing appropriation, and individuals are less likely to react unfavorably to broad policy statements than to specific actions which affect them personally.

Inclusion of a number of detailed action items in a comprehensive plan makes acceptance of the overall plan very difficult since rejection of one or two of the items can lead to defeat of the entire plan. Consequently, the better approach is to secure approval for a comprehensive policy plan and then to consider proposals for implementation of that plan on an incremental basis. This will insure that the individual actions will lead to achievement of the overall goals in an orderly fashion without the need to obtain approval for a single appropriation for the major funding required to implement a grand master plan. In addition, as the townspeople see the progress resulting from implementation of the individual steps they will be encouraged to proceed with the plan.

3. *The planning process must attempt to incorporate and resolve conflicts among the diverse interests within the Town.*

The Benjamin Thompson & Associates plan was sponsored by the downtown business community and reflects that fact.

Because it called for many changes in the downtown areas, Hyannis residents felt that the plan represented the business interests solely. However, a careful reading of the plan illustrates that Benjamin Thompson Associates was deeply concerned with community interests.

The following quotation from their report notes the characteristics of successful revitalization efforts that have taken place in other communities and illustrates their concern for the whole problem.

"Each of these examples is smaller than Hyannis and less complex, but all have one vital thing to teach us - they have been preserved as towns in toto. Both their residential and commercial areas have been considered, with the result that they are harmonious. Stores, gas stations, parks, civic buildings, recreation areas, museums and roadways have been controlled to make an integrated environment. Without this total concept, you are putting a bandaid on the toe while gangrene consumes the leg."

City planning processes are in a state of evolution and are very different today than a decade ago when the Benjamin Thompson & Associates plan was completed. Today, citizen participation is easier to solicit than it has been traditionally. An old, but common viewpoint was held that if the city hired a consultant, he was responsible for all facets of the project. Citizen interest in participation planning has increased as more people have come to realize that their opinion about development and change are as valid as research carried out by a private consultant. More recently, most citizen groups have been less resistant to change, in general, as they came to realize that today's planning problems have become more complex as land becomes scarce and user groups with varied interests multiply. Citizens today are more informed and have made their presence felt concerning the spending of their tax dollars. Benjamin Thompson & Associates states in the front of their report Town Center for Barnstable,[3] "The real awakening must be due to the difference that citizens of all ages can make through their involvement in community replanning. In fact, they are the only ones who can make that difference."

Despite the plea for community involvement stated in the introduction, the report was presented to the Town Meeting for a "passage" or "no action" vote.

[3] Benjamin Thompson & Associates, Inc., Town Center for Barnstable; Cambridge, Mass - July 31, 1968.

The community took no action probably for the following two reasons: First, the Town Meeting vote violated proposition two of this paper, that is, a comprehensive plan is unlikely to be implemented. Second, the community sensed that its diverse interests weren't being met. A decade later most planning consultants are aware that this barrier is most likely overcome if the residents are part of the planning process throughout its duration and not simply a group of possibly uninformed judges on Town Meeting day. At the time of the vote on the Benjamin Thompson plan, too many varied interest didn't feel confident that they were represented in the large scale changes proposed for the downtown area. Given the lack of community consensus on the project, a better strategy might have been to present the plan as a series of alternative well researched planning schemes that when viewed in smaller increments, might have passed. The Deane Lawrence report was also sponsored by the business community. The report..."is written from the perspective of environmental conservation." This point of view was established in large part with the selection of the Consultant, Deane Lawrence Company, a firm concerned with land planning and environmental conservation. This approach is valuable but at the time was not considered to encompass the pressing problems of Hyannis. The study did not even reach the Town Meeting. The accusation was that the plan made little attempt to consider the interests of diverse Town residents. There are two items here. First, that Hyannis is but one village of seven in the Town of Barnstable and in general, residents of the remaining six villages feel that the benefits that accrue to Hyannis from Town expenditures don't benefit them. The second issue centers on misinformation. It is difficult to estimate how many residents actually read Town planning reports. Typically, few copies are disseminated and without citizen participation during the planning project, citizen opinion must necessarily be formulated through hearsay and the opinion of very few individuals. In actuality, the Deane Lawrence Report presents sound, carefully thought out recommendations for Hyannis. A re-reading of this report would prove beneficial to Hyannis residents.

If persons with conflicting interests do participate in the planning process, then a smoother and more effective transition can be made from the planning stages to passage of a plan at Town Meeting. There are several reasons for this:

- Interested citizens feel that they have had the opportunity to voice their opinions and be heard.

- There is less chance that outsiders will have a hand in the decision making and obscure long-term issues in the Town. This is particularly important in Hyannis where tourism, a large revenue making industry, is largely provided by outsiders.

- The Hyannis versus Barnstable conflict can be remedied only by discussion. Hyannis Village must be able to justify a large apportionment of Barnstable tax funds. As long as this conflict continues to dominate voting at town meetings and becloud public discussion of costs versus benefits, all Hyannis plans will be vetoed.

- Inclusion of varied user interest, opinions, and abilities in the planning process will suggest the most varied and innovative solutions.

- The fostering of discussion between residents and businessmen is a valuable step toward resolving conflicts. The opportunity to hear and appreciate another's perspective is a planning achievement in itself and will impact positively on future planning processes.

4. *All stated impacts including economic feasibility should be examined. A potential list of categories follows. Under each impact are a few examples of the types of specific issues that might be raised.*

o TRAFFIC IMPACTS

   a. Effect of the proposed development on traffic patterns or motor vehicle use

   b. Necessity for pedestrian control lights

   c. Requirements for parking

   d. Demand for public transportation

o PUBLIC FACILITIES IMPACTS, AND IMPACTS ON INFRASTRUCTURE

   a. Requirements for waste disposal

   b. Requirements for sewerage

   c. Need for public road improvements or repair

   d. Demand for water

   e. Requirements for public utilities

   f. Requirements for fire and police protection

   g. Impact on school enrollment

o ENVIRONMENTAL IMPACTS

   a. Impact on air and water pollution

   b. Effects on marine life

   c. Adequacy of health and safety codes

   d. Need for zoning changes

   e. Adequacy of existing agencies and regulations

- FISCAL AND ECONOMIC IMPACTS

  a. Influence on employment

  b. Development and construction costs

  c. Tax revenues and expenditures

  d. Availability of federal and state funds

  e. Incentives to private developers

  f. Impact on property values

- SOCIAL IMPACTS

  a. Demand for public services

  b. Degree to which development will influence elderly or handicapped citizens

  c. Requirement to relocate or displace people in order to carry out a plan

  d. Influence on density of development

An analysis of these various impacts will clarify what will really happen if a proposal is accepted for implementation. It will show whether the plan is within the capabilities of the Town or developer to implement and it will force issues into the open so they can be examined publicly. A careful and systematic consideration of the consequences of proposed development schemes can provide information for, and help justify the final public decision.

For example, in many development schemes, there may be "hidden" costs not obvious to or estimatable by the public. Increases in need for fire or police protection, need for laying new underground utilities, and requirements for dredging are all costs that may not be fully appreciated until after the decision has been made to proceed with the project. However, these costs, especially those pertaining to site preparation are often the most substantial.

It is now recognized that the initial cost of the work no longer represents the true price tag for development. Many costs, like increased traffic congestion are accrued day by day until finally someone admits that the development has resulted in another problem that impacts on other issues such as downtown shopping and safety. Frequently these problems cannot be remedied merely by the infusion of funds. Many costs must be accepted in the form of compromise. For example, some amount of air pollution might be acceptable, if, as a result, jobs were made available to the community. Cost, then, may also be viewed as negative impacts, some that can be remedied by funds and some where the benefits must be carefully weighed and a compromise reached.

Sometimes it is easier to determine economic feasibility than to appraise the other less tangible costs. The issue of citizen participation is raised again here because many negative impacts affect the residents who live or work closest to a proposed development project. Without direct input by residents concerning their opinions, some impacts may be overlooked.

5. *A coordinator, or responsible agency must be assigned to oversee implementation of projects.*

The Barnstable Committee for Growth and Change began a planning process in 1978. It succeeded to create an increase of public awareness of Hyannis' problems and provided a forum for all interested citizens to participate in the process. The Committee identified issues. Citizen volunteers staffed task forces, each of which addressed a specific issue.

Speaking with participants, committee members, and other Town residents, the comment heard most often was some version of, "I worked on this project and I haven't heard a word about it since December." There is doubt that the effort has led to any result and the citizens sound disappointed. Recommendations were made and then, just as in the case of past planning effort, nothing happened.

The intent of the organizers of such a process should be made clear and the participants should be kept abreast of all developments and future roles they may have. There has been no coordinating agency to follow through on the written recommendations. The consultant hired to organize the planning process has done so admirably, but he was not hired to see things though to final completion. The Town Planning Board is kept occupied with day-to-day activities, and cannot be expected to assume additional responsibility without being given additional support.

There is no full-time office in Barnstable which applies for state and federal grants, no office to coordinate activities of the various town committees, none to insure that everyone has equal access to resources necessary for putting a proposal before the Town Meeting, none to manage the details of implementation.

Thus far, this report has seemed overwhelmingly negative in its criticism. It should be emphasized, however, that none of the problems that have existed in the past or exist now are structural in nature. There is no need to completely dismantle the planning structure and start again from scratch. However, modifications to the existing approach and a few additional steps are likely to improve the chances of plans being implemented. Specifically, the residents of the Town of Barnstable should consider the following recommendations:

- A full-time official should be appointed to take responsibility for the revitalization effort.

  a. This should be a non-elective position

  b. It should be a full-time, paid position

  c. The appointed official should not be directly associated with any group having vested interests in the outcome of the planning process.

d. The appointed official should preferably be from Barnstable or have some previous knowledge of the community - its strengths and weaknesses.

e. The appointed official should have both the stature and mandate to enable him to work closely with all groups so as to solicit opinions and achieve a consensus where possible but to be in a position to make a decision where failure to do so would jeopardize the project.

- An increased effort should be made to include citizens in the planning process.

  a. The citizens of the Town should be kept fully informed on possible plans and proposals.

  b. More emphasis should be placed on obtaining inputs on specific details of the proposed plan so to avoid the need to "educate" people about them after the fact.

  c. Opinions from a good cross-section of townspeople should be obtained.

- A series of development policies should be drafted, discussed, modified if necessary and accepted by the Town Meeting. This would serve to make public Hyannis' development needs and intentions. It would also be an incentive to private developers to submit proposals that adhere to these policies and stand a chance of being accepted.

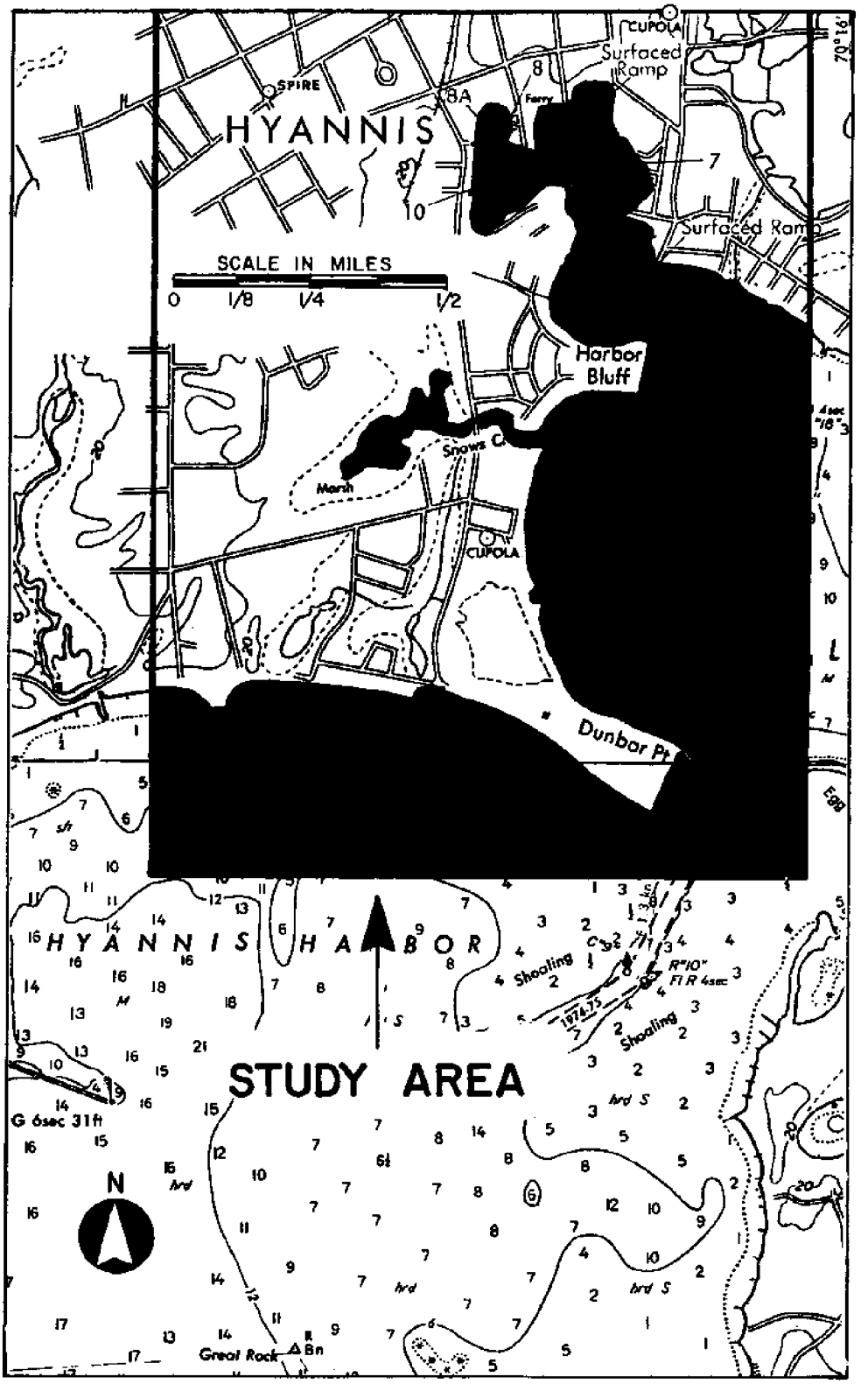
- The format by which proposed plans are presented to the public should be revised.

  a. More emphasis should be placed on the motivation for proposals and on the solutions proposed rather than on idealized concepts.

  b. Benefits should be explicitly pointed out to citizens whose chief complaint may center on their ignored needs.

  c. Extensive use should be made of well-documented studies which clarify the trade-offs involved as seen from several different perspectives.

APPENDICES



Appendix 1.1 Hyannis Harbor Study Area

Appendix 2.1

INTERVIEWS

Many of the thoughts expressed in this report were derived from discussions with various community leaders. Short summaries of the conversations with the following people are on file at M.I.T.

1. John Silva - Woods Hole, Martha's Vineyard and Nantucket Steamship Authority, Hyannis Office.
2. William Hallett, Martin Walsh - Barnstable Sewerage Treatment Center.
3. George Cross, Charles Hall, Bernard Wilbur - former Town of Barnstable Selectmen; Co-chairman, Barnstable Committee for Growth and Change; Member Town of Barnstable Conservation Commission, respectively.
4. Richard Sturges - Town of Barnstable Harbor Master.
5. Wendy Franklin - Massachusetts Coastal Zone Management Representative for the Cape Region.
6. Richard Scudder - Owner, Hyannis Harbor Tours.
7. H. Arnold Carr, Beth Hubbard - Massachusetts Division Marine Fisheries, Cape and Island Area Team.
8. Barnstable Board of Selectmen.
9. David Webster - Resident, Lewis Bay Road.
10. Ray Ross - Captain, Rosalie R.
11. Van Northcross, Charles Hall, Co-Chairmen, Barnstable Committee for Growth and Change.
12. Dennis O'Leary - Cape Cod Regional Transit Authority.
13. G. B. Charles - Development & Sciences Inc., former manager Provincetown Fishing Cooperative.
14. Eugene Cavanaugh - Massachusetts Division of Waterways, DEQE.
15. Thomas Kingman - Cataumet Marina.
16. Jay Lanzillo - Cape Cod Planning & Economic Development Commission.
17. Michael Frucci - Cape Cod Chamber of Commerce.
18. Warren Baxter - Baxter's Fish N'Chips and Boathouse Club.
19. Gail Nickerson - Barnstable Town Hall Assessors' Office.
20. Barnstable Conservation Commission.
21. William Klein - Nantucket County Planner.
22. Larry Mitchell - Town of Barnstable Dock Master.

Appendix 2.2

STATISTICS

ANNUAL LABOR FORCE AND UNEMPLOYMENT RATE
TOWN AND COUNTY OF BARNSTABLE

	Town		County	
Year	Labor Force	Percent Unemployed	Labor Force	Percent Unemployed
1973	11,900	6.2	52,335	7.3
1974	11,990	9.4	53,067	11.0
1975	12,451	11.6	55,338	13.5
1976	13,109	10.5	58,135	12.3
1977	13,754	9.7	60,901	11.3

Source: Massachusetts Division of Employment Security

MONTHLY LABOR FORCE AND UNEMPLOYMENT RATE
TOWN AND COUNTY OF BARNSTABLE

		Town		County	
Month	Year	Labor Force	Percent Unemployed	Labor Force	Percent Unemployed
January	1977	12,224	16.1	54,799	18.7
February	1977	12,042	15.4	53,911	17.9
March	1977	11,930	13.3	53,198	15.5
April	1977	12,949	11.4	57,534	13.4
May	1977	13,770	7.4	60,705	8.7
June	1977	15,453	6.8	68,059	8.1
July	1977	15,808	6.1	69,510	7.2
August	1977	15,852	7.2	69,861	8.5
September	1977	15,096	8.0	66,627	9.4
October	1977	13,729	8.0	60,820	9.4
November	1977	13,412	10.0	59,426	11.7
December	1977	12,726	9.7	56,357	11.4
January	1978	12,500	13.2	55,721	15.3
February	1978	12,157	11.8	54,059	13.8
March	1978	12,160	10.4	53,925	12.2
April	1978	13,270	7.7	58,537	9.1

Source: Massachusetts Division of Employment Security

ANNUAL FISH LANDINGS, SELECTED CAPE AREA HARBORS

Harbor	Year	Pounds	Value
Provincetown	1976	12,580,000	$4,864,000
Provincetown	1977	16,548,000	6,437,000
Sandwich	1977	15,340,000	5,045,000
Martha's Vineyard	1977	5,232,000	2,916,000

Source: National Marine Fisheries Port Agents

MONTHLY FISH LANDINGS, HYANNIS HARBOR

Month	Year	Pounds	Value
January	1976	0	0
February	1976	0	0
March	1976	17,000	8,000
April	1976	187,000	31,000
May	1976	377,000	74,000
June	1976	136,000	38,000
July	1976	53,000	22,000
August	1976	77,000	30,000
September	1976	68,000	27,000
October	1976	29,000	13,000
November	1976	5,000	2,000
December	1976	26,000	25,000
January	1977	2,000	400
February	1977	0	0
March	1977	6,000	3,000
April	1977	82,000	25,000
May	1977	181,000	54,000
June	1977	132,000	28,000
July	1977	67,000	31,000
August	1977	76,000	29,000
September	1977	60,000	18,000
October	1977	45,000	20,000
November	1977	39,000	16,000
December	1977	11,000	4,000
January	1978	0	0
February	1978	0	0
March	1978	22,000	12,000
April	1978	118,000	29,000
May	1978	144,000	66,000
June	1978	110,000	53,000
July	1978	108,000	40,000

Source: Department of Marine Fisheries Port Agent

SUMMER* AND WINTER POPULATION (thousands)

	SUMMER 1975	WINTER 1975	SUMMER 1995	WINTER 1995
Upper Cape				
Bourne**	29.9	10.80	43	16
Falmouth**	51.2	20.65	80	31
Mashpee**	14.0	2.49	22	6
Sandwich**	16.5	6.35	29	12
Otis	3.0	1.80	3	2
Total	114.6	42.09	177	67
Mid Cape				
Barnstable	51.6	26.60	87	38
Dennis	46.0	9.31	58	15
Yarmouth	40.5	17.37	64	23
Total	138.1	53.28	209	76
Lower Cape				
Brewster	16.4	3.70	28	7
Chatham	19.5	6.01	26	8
Eastham	16.4	3.06	23	5
Harwich	23.4	7.76	34	12
Orleans	11.5	4.35	18	6
Total	87.2	24.88	129	38
Outer Cape				
Provincetown	16.9	3.94	20	4.1
Truro	11.9	1.49	17	2.1
Wellfleet	13.4	1.97	19	2.8
Total	42.2	7.40	56	9.0
CAPE TOTAL	382.1	127.65	571	190.0

*Peak population in winter residences, second homes, and non-dwelling accommodations.

**Excluding Otis AFB

Source: Philip B. Herr and Associates

POPULATION FORECASTS

Municipality	Year	Permanent[1] Population	Seasonal[2] Population	Overnight Visitors
Barnstable	1970	19,842	26,900	5,900
	1980	33,960	36,400	9,900
	1990	36,020	45,900	13,800
Bourne	1970	12,636	13,900	4,200
	1980	14,220	16,500	5,600
	1990	15,610	19,100	7,000
Brewster	1970	1,790	6,200	6,800
	1980	6,250	7,400	9,100
	1990	8,900	8,600	11,400
Chatham	1970	4,544	14,700	1,800
	1980	12,800	17,400	2,400
	1990	13,850	20,100	3,000
Dennis	1970	6,454	33,100	6,500
	1980	11,400	43,800	10,900
	1990	28,400	54,500	15,200
Falmouth	1970	15,942	24,500	4,200
	1980	21,322	34,900	7,000
	1990	26,567	45,300	9,800
Harwich	1970	5,892	15,700	1,500
	1980	7,950	19,700	2,000
	1990	9,000	23,700	2,500
Mashpee	1970	1,288	6,300	500
	1980	2,900	12,700	900
	1990	4,200	19,100	1,200
Orleans	1970	3,055	6,400	1,400
	1980	8,000	7,000	2,400
	1990	9,200	7,600	3,300
Sandwich	1970	5,239	4,900	5,200
	1980	8,250	6,000	7,000
	1990	10,750	7,100	8,700
Yarmouth	1970	12,033	22,000	6,100
	1980	21,660	33,300	10,200
	1990	31,290	44,600	14,300
Total Mid-Cape	1970	88,725	174,600	44,100
	1977[3]	127,363	214,736	59,215
	1980	148,712	235,100	67,400
	1982[4]	156,851	246,039	71,505
	1990[2]	193,787	295,600	90,200
	1992[2]	204,393	309,354	95,693

[1]1970 population figures are from the U.S. Census. 1980 and 1990 forecasts are those made by the Raytheon Service Coporation in Solid Waste Management Study Report, 1972.

[2]Comprehensive Report on Water Supply & Sewerage for Cape Cod, Alonzo B. Reed, Inc., 1970.

[3]Calculated by compounding the average growth rate between 1970 and 1980 (5.3%, 3.0%, 4.3%, respectively).

[4]Calculated by compounding the average growth rate between 1980 and 1990 (2.7%, 2.3% 3.0%, respectively).

Source: Arthur D. Little, Barnstable Municipal Airport Master Plan, for the Barnstable Airport Commission, 1974.

ASSESSOR'S SCHEDULE, BOAT VALUATION

ALL EXCEPT OUTBOARD HULL AND SAIL (NO. AUX.)

AGE OF BOAT	LENGTH under 10'1"	10'1' - 15'0"	15'1" - 20'0"	20'1" - 25'0"	25'1" - 30'0"
1 thru 5 yrs.	$750.00	$1,000.00	$2,500.00	$7,000.00	$10,000.00
6 thru 10	400.00	750.00	1,250.00	4,500.00	7,000.00
11 thru 15	NO VALUE	400.00	600.00	1,500.00	3,500.00
over 15	NO VALUE	NO VALUE	250.00	1,000.00	1,750.00

	30'1" - 35'0"	35'1" - 40'0"	40'1" - 45'0"	45'1" - 50'0"	over 50'
1 thru 5 yrs.	$15,000.00	$20,000.00	$25,000.00	$30,000.00	$37,500.00
6 thru 10	12,500.00	15,000.00	17,500.00	22,500.00	30,000.00
11 thru 15	7,500.00	12,500.00	15,000.00	17,500.00	25,000.00
over 15	5,000.00	7,500.00	12,500.00	15,000.00	22,500.00

OUTBOARD HULL AND SAIL WITH NO AUX INBOARD ENGINE

AGE OF BOAT	LENGTH under 10'1"	10'1" - 15'0"	15'1 - 20'0"	20'1" - 25'0"	over 25'
Up to 2 Yrs.	$500.00	$1,000.00	$1,500.00	$3,000.00	$4,500.00
3 thru 5	250.00	500.00	750.00	1,500.00	2,250.00
6 thru 10	NO VALUE	250.00	500.00	1,000.00	1,500.00
over 10	NO VALUE	NO VALUE	250.00	500.00	750.00

OUTBOARD ENGINES AT WHOLESALE BOOK VALUE (SALT WATER)

A SCHEDULE WILL BE DEVELOPED FOR OUTBOARD ENGINES

NO TAX ON ANY COMBINATION OF LESS THAN $250.00

Appendix 2.3

MARINE SURVEY QUESTIONAIRES

TOURIST QUESTIONNAIRE

The MIT Sea Grant Program in conjunction with the Town of Barnstable is conducting a study of the Hyannis area. It is hoped that this effort, along with those of other groups such as the Barnstable Committee for Growth and Change, will facilitate the revitalization of Hyannis. We would appreciate it if you would aid us by answering a few questions.

1) Where do you live?

2) How long do you intend to stay on Cape Cod?

_____day(s) _____week(s) _____all summer

3) How many are in your party? _____

4) How many in your party fall into each of the following age groups?

_____younger than 5 _____13-20 _____older than 60

_____5-12 _____21-60

5) What is the main purpose of your visit

_____shopping _____general sightseeing _____other (specify)

_____beach _____eating places

_____boating _____night life

6) If you are staying overnight on Cape Cod, in what town will it be?_____

7) Are you staying at

_____hotel/motel _____rental cabin _____relatives or friends

_____guest house _____summer house _____camping _____other (specify)

8) How did you get to Cape Cod?

_____car _____bus _____airplane _____other (specify)

9) What is the principal factor which influenced you to visit Hyannis?

_____have summer house there _____beaches _____other (specify)

_____eating facilities _____historic heritage of area

_____marinas _____night life

10) How do you find the following facilities

lodging	excellent	5	4	3	2	1	poor
access to beaches	excellent	5	4	3	2	1	poor
quality of beaches	excellent	5	4	3	2	1	poor
shopping areas	excellent	5	4	3	2	1	poor
marinas	excellent	5	4	3	2	1	poor
eating places	excellent	5	4	3	2	1	poor
parking	excellent	5	4	3	2	1	poor
recreation facil.	excellent	5	4	3	2	1	poor

11) How often do you visit Hyannis:

_____time(s) a year every_____years _____once

12) Approximately how much will your party spend in each of the following categories during your stay in Hyannis

	$0-5	$5-15	$15- 25	$25-50	$over 50
lodging	-	-	-	-	-
shopping	-	-	-	-	-
eating places	-	-	-	-	-
boating	-	-	-	-	-

13) Are there any aspects of Hyannis which you particularly disliked?

14) What might Hyannis do which would attract you more often or for a longer visit?

MERCHANT QUESTIONNAIRE

The MIT Sea Grant Program in conjunction with the Town of Barnstable is conducting a study of the Hyannis area. It is hoped that this effort, along with those of other groups such as the Barnstable Committe for Growth and Change, will facilitate the revitalization of Hyannis. We would appreciate it if you would aid us by answering a few questions.

1) Name of Business_____

2) Type of Business_____

3) Are you open for

_____12 months

_____summer months only

_____other (please specify)

4) How many people do you employ? _____slow periods _____peak periods

5) Do you own your own building? _____yes _____no

6) If not, who is the owner?_____

7) Which months are your peak earning months?

_____January	_____April	_____July	_____October
_____February	_____May	_____August	_____November
_____March	_____June	_____September	_____December

8) What percentage of your total yearly earnings do you make during the sum of the peak months indicated?

_____20-30	_____41-50	_____61-70	_____81-90
_____31-40	_____51-60	_____71-80	_____91-100

9) Estimate the percentage of your business which comes from non-local people.

_____0-10	_____21-30	_____41-50	_____61-70	_____81-90
_____11-20	_____31-40	_____51-60	_____71-80	_____91-100

10) Assuming new harbor facilities were constructed, how would they affect your business:

recreational marinas	large increase	5	4	3	2	1	no change
commercial fishing	large increase	5	4	3	2	1	no change

11) Suggestions or comments on steps Hyannis might take relative to development (waterfront, downtown etc.).

MARINA QUESTIONNAIRE

The MIT Sea Grant Program in conjunction with the Town of Barnstable is conducting a study of the Hyannis area. It is hoped that this effort, along with those of other grups such as the Barnstable Committee for Growth and Change, will facilitate the revitalization of Hyannis. We would appreciate it if you would aid us by answering a few questions.

Name of marina 8 not in Hyannis, but in surrounding area town _____

1) Please place a check mark beside those services and products that your company has available.

7 hull repair	5 dry storage summer	____ other (specify)
7 engine repair	7 dry storage winter	
8 dock rental	1 inside stacked	3 in water
5 moorage rental	2 outside stacked	

2) How many slips do you presently have? 566 - 69.5 average

3) How many moorings do you have 297 - 37.4 average

4) What is the size breakdown of the boats you accommodate?

27 up to 16'	266 26'-40'
182 16'-26'	172 40' and over

5) What is the rental rate for?

$15-24 slips charged per foot ____ moorings charged per foot

$400 flat rate for slips $100-350 flat rate moorings

6) Is there a waiting list for these spaces? 6 yes 1 no

7) How many spaces are in your parking lot? _____

8) Do your customers require more parking spaces? 3 yes 4 no
If yes, how many more? _____

9) Approximately what percentage of your customers are year round residents? 32
summer residents? 39 (not weighted by size)

10) Where do they live (percentage wise)?

____ Hyannis _____ rest of Barnstable _____ rest of Cape

11) Do you rent out transient slips or moorings? 4 yes 2 no
If yes, how do you charge for these? 43¢/ft./night

12) Do you have other facilities such as:

1 clubhouse	4 restaurant	5 ice
7 marine supply store	7 gas dock	8 repair/maintenance
5 boat sales	6 engine sales	____other (specify)

13) Please check the services that you provide dockside?

8 electricity	____pump out facilities
8 fresh water	____other (specify)
	1 telephone

14) What does your marina use for sewage disposal?

_____septic tank ____town system ____other (specify)

15) Please indicate the number of employees under each job type. If an employee does more than one of the jobs listed below, count him only once.

	Year Round		Seasonal Only		Avg. # Employees	
	Firms	# Employees	Firms	# Employees		
engine mechanic	7	21	2	4		
electronics repair	-		-		Year Round	11
hull construction	4	10	-			
repair and maintenance	6	24	2	5	Seasonal	5
sales	5	10	1	2		
dock	1	1	4	16		
other (clerks, office, etc.)	5	15	3	8		

16) Do you have a launching ramp? ____yes ____no
If yes, what is the charge to use it? _____

17) What type of hauling equipment do you have?

____marine railway ____fork lift ____other (specify)

2 trailer
2 travolift
2 crane

18) What is your onshore land area? _____acres

19) How much land you you cover in the harbor? ____acres

20) How would you like to expand your current facilities? ____yes ____no

21) If so, what are the constraints you face?

permitting time
conservation
public marina competition
zoning
EPA Bureaucrats

MARINA QUESTIONNAIRE

The MIT Sea Grant Program in conjunction with the Town of Barnstable is conducting a study of the Hyannis area. It is hoped that this effort, along with those of other groups such as the Barnstable Committee for Growth and Change, will facilitate the revitalization of Hyannis. We would appreciate it if you would aid us by answering a few questions.

Name of marina 3 in Hyannis town _____

1) Please place a check mark beside those services and products that your company has available.

3 hull repair	1 dry storage summer	____ other (specify)
3 engine repair	3 dry storage winter	
3 dock rental	1 inside stacked	
1 moorage rental	1 outside stacked	

2) How many slips do you presently have? 155-165 average

3) How many moorings do you have? 5 - 17 average

4) What is the size breakdown of the boats you accommodate?

____ up to 16'	____ 26'-40'
____ 16'-26'	____ 40' and over

5) What is the rental rate for?

$22.50-27.00 slips charged per foot	____ moorings charged per foot
____ flat rate for slips	____ flat rate moorings

6) Is there a waiting list for these spaces? 3 yes ____ no
If yes, how long is it?

7) How many spaces are in your parking lot? ____

8) Do your customers require more parking spaces? 1 yes 2 no

9) Approximately what percentage of your customers are year round residents____ summer residents?____(not weighted by size)

10) Where do they live (percentage wise)?

____ Hyannis ____ rest of Barnstable ____ rest of Cape Cod

11) Do you rent out transient slips or moorings? 3 yes ____ no
If yes, how do you charge for these: 55¢/ft/night

12) Do you have other facilities such as

____ clubhouse	2 restaurant	3 ice
2 marine supply store	3 gas dock	3 repair/maintenance
1 boat sales	2 engine sales	____ other (specify)

13) Please check the services that you provide dockside.

3 electricity — 1 pump out facilities

3 fresh water — _____ other (specify) 1 Cable T.V. 1 Telephone

14) What does your marina use for sewage disposal?

3 septic tank — _____ town system — _____ other (specify)

15) Please indicate the number of employees under each job type. If an employee does more than one of the jobs listed below, count him only once.

	Year Round Firms / # Employees	Seasonal Only Firms / # Employees
engine mechanic	3 / 4	1 / 2
electronics repair	1 / 1	-
hull construction	1 / 1	-
repair and maintenance	3 / 4	-
sales	1 / 1	-
dock	1 / 1	2 / 2
other (clerks, office, etc.)	2 / 4	1 / 2

Avg. # Employees

Year-round 5 1/3

Seasonal 2

*firms/employees

16) Do you have a launching ramp? 2 yes 1 No
If yes, what is the charge to use it? _____

17) What type of hauling equipment do you have?

_____ marine railway — 1 fork lift — _____ other (specify)

1 travolift
1 crane

18) What is your onshore land area? 2.5 acres

19) How much land you you cover in the harbor? _____ acres

20) Would you like to expand your current facilities 2 yes _____ no

21) If so, what are the constraints you face?

zoning
conservation commission

BOAT OWNER QUESTIONNAIRE

The MIT Sea Grant Program in conjunction with the Town of Barnstable is conducting a study of the Hyannis area. It is hoped that this effort, along with those of other groups such as the Barnstable Committee for Growth and Change, will facilitate the revitalization of Hyannis. We would appreciate it if you would aid us by answering a few questions.

1) Where do you live? 2 - Hyannis; 1 - Rest of Cape; 5 - Rest of Mass.; 1 - N.Y.; 1 - Conn.

2) How long do you intend to stay in Hyannis? Summer - 3; 3-wkd.

3) How many are in your party? 3.75 ave.

4) How many in your party fall into each of the following age groups?

younger than 5	7 13-20	older than 60
4 5-12	18 21-60	

5) What type of boat do you own?

1 sail	6 inboard motor	3 inboard-outboard motor
outboard motor	power	

6) What is the boat's length? 20-38 ft. 28.4 ave.

7) Ten years from now do you expect you will have

1 no boat	5 larger boat	other (specify)
3 similar boat	smaller boat	

8) How long have you had a boat 3-10 yrs. 1-20 yrs.; 1-5 yrs. 1-3 yrs.; 1-4 yrs. 1-4 mths.

9) What is the principal reason you dock in Hyannis?

1 marina facilities	onshore lodging	eating places
cost	onshore recreation	6 other (specify)
3 live here	shopping areas	

10) How long have you docked a boat here 2 wks. - 4 yrs.

11) How often do you use your boat?

times a week; every weeks; 3 times/week ave.

12) Where did you dock your boat previously

13) How often do you use the following on shore facilities?

logding	extremely often	2 A	B	C	D	2 E	never
beaches	extremely often	7 A	2 B	C	D	E	never
shopping areas	extremely often	7 A	B	1 C	D	1 E	never
eating places	extremely often	8 A	B	2 C	1 D	E	never
recreational facilities	extremely often	4 A	B	2 C	D	E	never

14) Where do you store the boat for the winter? 4 - Hyannis; 4 - Home

15) What type of storage do you use?

_____ inside dry storage	__1__ stack storage inside
__8__ outside dry storage	_____ stack storage outside
_____ in the water	_____ other (specify)

16) How would you characterize the quality of services provided in Hyannis?

marine	excellent	A 5	B1	C2	D 1	E 1	poor
onshore	excellent	A 6	B2	C	D 1	E 1	poor

17) Approximately how much will your party spend in each of the following categories during your stay in Hyannis

	$0-5	$5-15	$15-25	$25-50	$over 50
eating places	____	_____	1	1	7
shopping	____	1	1	1	5
lodging	1	_____	_____	_____	3
marine supplies	____	_____	_____	_____	6

18) Are there any aspects of Hyannis which you particularly dislike?

__2__ traffic __1__ poor channels __1__ lack of interest by town

__1__ more marinas

19) What other facilities might Hyannis provide which would benefit you?

parking
transient slips
revitalize Ocean Street

MARITIME OCCUPATIONS SURVEY

I. Potential Job Opportunities in the Boating Industry

This survey is being sponsored by the Extension Sea Grant Advisory Program, Cape Cod Community College, Upper Cape Cod Regional Vocational Technical School, Cape Cod Regional Technical High School, and Cape Cod Planning and Economic Development Commission.

There are three major objectives to the survey.

1) To determine the number and types of jobs that exist today in the Massachusetts boating industry.
2) To project the number and types of jobs that will exist in the industry 5 years from now.
3) To determine what educational and training programs will be needed to meet the demands of the Boating Industry during the next 5 years.

We hope you will see the value in this survey for you and your business and that you will take the time to answer the following questions:

A. General Information

1. Company Name Boat Yard/Marinas - 49 Electronics - 2
2. Your Name and Title Harbormaster - 1
3. Address **(56%) Cape Cod - *29 Boston & North Shore - 4
   South Shore - 16 Martha's Vineyard - 2
   Nantucket - 1
4. Phone Number

B. Services Offered - Please place a check mark beside those services and products that your company has available.

1. Services

**94%	*46	Hull Repair
92%	45	Engine Repair
73%	36	Dock Rental
67%	33	Moorage Rental

84%	34	Dry Storage, Seasonal
	7	Dry Storage, Winter
76%	37	Inside
14%	7	Inside stacked
88%	43	Outside
11%	5	Outside stacked
	1	Wet Storage

2. Sales

63%	31	Boats, New
84%	41	Boats, Used
55%	27	Engines/Outboard
80%	39	Accessories
71%	35	Gas and Oil
67%	33	Engines/Inboard

*Number of respondents
**Percentage of total responses

3. Boat Building

33%	16	Wood		2	Aluminum
22%	11	Fiberglass		4	Other
	1	Fiberglass Repair			

C. Current Employment - Indicate the number of employees under each job type. If an employee does more than one of the jobs listed count him only once.

Job Type	Year-Round	Seasonal (only)
Engine Mechanic	126	37
Electronics Repair	23	8
Hull Construction, Repair and Maintenance	209	30
Sales	56	8
Dock	12	76
Other (store clerks, office, etc.)	107	18
	533	177

Future Employment Needs - For the following job types do you anticipate increasing your number of employees in these areas over the next five years. When an increase is expected, please estimate how many and if they will be year-round (YR) or seasonal (S).

Job Type	Increase (yes/no)			How Many and YR/s
Engine Mechanic	yes	29		27/12
Electronics Repair	yes	9		11/3
Hull Construction, Repair and Maintenance	yes	24		30/8
Sales	yes	5		4/2
Dock	yes	6	av. yr. rd. increase 1.6	3/7
Other (clerks, office, etc.)	yes	7		5/3
				80/35

Education and Training Programs

1. (a) Which of the following educational opportunities would you like to see available for your current employees (check as many as you like?)

58% 30 Workshops (1-3 days, hands-on type experience)

38% 20 Seminars (1-2 days, mostly lecture and/or demonstrations)

29% 15 Short Courses (1-2 weeks)

40% 21 Adult Evening Classes (once-a-week for full semester)

(b) What specific subjects would you suggest for these programs (such as motor mechanics, electronics gear, marina management)?

Motor Mechanics	Electronics -14	Cost Estimating -1	Marine Law - 1
gas - 22	Fiberglass - 5	Hull Repair -1	Personnel Mgr.- 1
diesel - 5	Welding - 1	Cust. Service -1	Inven. Control- 3
Marine Management-14	Sales Tech. - 3	Dock & Float Con.-1	Machinist - 1
Service Managers - 1	Rigger -11	Painters -2	

(c) Would you be willing to serve on an advisory committee to help plan the types of training programs discussed in this survey?

(44%) 23 yes (56%) 29 no

2. What kind of educational background and training would you like to see in your future employees?

High School. Would have completed standard high school program. Training for specific job would be up to you. Multiple entries possible.

25% 13 TOTAL

(b) Vocational Technical High School. This individual would have had some hands-on experience in the areas listed below. Please check those areas you feel are most important.

88% 45 TOTAL

36% 19 Maritime Occupations (boat handling, navigation, boating safety, Commercial fishing, operators license,etc.)

77% 40 Motor Repair

39% 20 Electronics

35% 18 Welding

Marine Repair

61% 31 Wood

84% 43 Fiberglass

6 Other (please specify)

- Marine Law
- Electrical Work
- Rigging
- Machine Shop Equip.
- Customer Relations
- Painting & Finishing – 3
- Multiple Skills

Community College - Below are several programs that are available or could become available with specific marine emphasis. Please check any that you feel are appropriate.

62% 32 TOTAL

60% 31 Business Management

33% 17 Construction Materials

50% 26 Cost Estimating

43% 22 Marine Survey

20% 10 OSHA (Occupational Safety and Health Act)

1 Others (please specify) Data Processing

Retyped from copy of original

MEMORANDUM

TO: Claude G. Lancome, Deputy Commissioner

FROM: Paul Tibbetts, General Representative - Region V

DATE: November 21, 1977

SUBJECT: Hy-Line Inc., Dredging Application Procedure

GENERAL

In my research about the proper way to acquire a dredging permit from the state and Federal government and support from the Army Corps of Engineers, it has become increasingly apparent that, in fact, it is a bureaucratic nightmare of forms, applications, approvals and laws and that the local, state and federal governments who are all involved have little or no interface on procedures with each other. It would be nearly impossible to draw a flow chart to visually perceive how they all interact, because they do not, by design, and only rarely, due to necessity. However, I will attempt to explain it as best as I can.

If a state permit is required for work done inside the three mile limit, i.e. inside the "baseline", a federal permit is also required. Outside of this "baseline", usually only a federal permit is required and/or Corps' support. Although, each application procedure is described separately, it should be understood that each time a state permit is required, a Federal one must also be acquired.

STATE

As a result of a recent visit with Mr. Ed MacDonald and Mr. Mario Sensi of the Division of Waterways, the following is the procedure for acquiring a state dredging "permit", as it was described to me:

There is a distinction between a permit and a license. A permit is required for maintenance dredging of waterways. A license is more involved and is required for more extensive waterways construction/renovation or building breakwaters, new islands, etc. I will only describe that required for a permit application, both state and federal.

The first step is to file a "notice of intent" with the local conservation commission or appropriate town authority. A copy of this notice should be sent to the Division of Waterways, at Lakeville Hospital, Lakeville, or 100 Nashua St., Boston, Mass. This requirement is spelled out in Chapter 131, Section 40 of the Wetlands Act of the General Laws of Massachusetts. The result of this notice of intent is an order of condition which is issued by the town authorities and is automatically forwarded (so they say) to the state by the town.

Meanwhile, after receiving a copy of the notice of intent, the Division of Waterways sends all information to fill out and the Chapter 91 permit form to the applicant. This form must be filled out completely to include: engineering plans for the project, length, width and depth to be dredged, location and manner of which dredged materials will be disposed of, and if it is a large project, a bottom analysis report. When completed, it should be returned to the Division of Waterways.

The Division then must obtain a "water quality certificate" from the Dept. of Water Pollution Control. This is what the bottom analysis report is used for.

After the Division of Waterways has acquired 1) the order of condition, 2) the completed Chapter 91 permit form and 3) a water quality certificate, it then forwards the entire application to the Office of Environmental Affairs for a judgement on the permit. At this point the O.E.A. can either approve the application or ask for an environmental assessment form to be completed. Depending on the magnitude of the project, this can be a rather simple format or up to and including a full impact study before a decision can be made on the application.

It should be noted at this point, this procedure is used only for applying for the state permit, while the application for dredging the Army Corps of Engineers or for a federal permit is made to the federal government as well and not only to the state. However, under the state program, funding for a dredging is available through the Coastal Zone Management Program under a Chapter 91 petition. Annually a "Rivers and Harbor" hearing sets aside matching funds (75% state, 25% other) for channel and harbor dredging. There is a proposal to re-fund this account for 1979.

FEDERAL

The information contained herein was derived from conversations with Mr. Andreliunas, Chief of Operations Division, Army Corps of Engineers, Trapelo Rd., Waltham, Mass. and Mr. Carl Boutilier of the Navigation Branch of the same division.

The federal system is broken down into two aspects with regard to dredging. The first is the regulatory, that which issues permits and regulates all dredging activities. The second is maintenance, of which the Corps is authorized and has the responsibility to perform all dredging on all "authorized" channels and harbors.

The procedure to acquire a federal permit from its regulatory function is almost impossible to define due to the numerous variables that apply to several laws which the federal government has to enforce and interpret. The initial task is to complete an application form similar to the state's (concerning engineering plans, etc.) for the project. This is to be done concurrently with the state application if one is required.

Then it is quite important in the federal scheme of things as to how the dredged material will be disposed of. Once a concern has described its projects and proposed disposal of dredged material, the application then can come under one or more of several different laws.

If the material is to be disposed within the "baseline" (3 mile state limit) Section 404 of the Federal Water Pollution Control Act, commonly referred to as 92-500, applies and a judgement must be made relative to it.

If disposal is made in an upland area, their primary concern under this same act is seepage.

If disposal is made outside the "baseline", them the Ocean Dumping Act and Marine Protection and Research Act of 1972 apply.

Depending on the size, scope, type and related problems of the project, the federal government can order anything from extensive bottom analysis report to a full impact study accomplished prior to their approval and issuance of a permit. I must add a personal note here. Besides being somewhat less specific in their application procedure, federal employees were significantly more difficult to locate and talk with as well as being deliberately non-specific to direct questions about their procedures. This indicated to me that there is really no specific manner in which applications meet with scrutiny but are done in a somewhat arbitrary manner.

MAINTENANCE

The Corps performs maintenance dredging of channels to authorized depths, based upon demonstrated need from 1) periodic hydrographic surveys; 2) local request from the town authorities and 3) other data which might demonstrate the need being a priority over other projects which have been requested in the region, but can't all be accomplished due to fiscal restrictions.

To increase the depth of an authorized channel requires action from Congress itself. The Congressional action usually requires substantial data which supports the need. The data can be generated via a study which also can be ordered by Congressional action.

BACKGROUND ON BARNSTABLE

The channel in the inner-harbor in Hyannis is authorized to be dredged to a 12 foot depth. In 1974, a survey was made; the Corps showed the lowest depth at 10.5 feet at its lowest point in the channel, although at one point just outside the channel it was a 10.2 foot sounding. It is the Corps' contention that the only requirement for this depth is the Woods Hole Steamship Authority boats, which utilize the harbor only in the summer months.

In researching this angle, it was determined that the Hy-Line boats draw 7 feet of water for the deepest and that they are not really a logical argument for either a deeper channel authorization or even maintenance dredging until the depth drops to near that level. The Steamship Authority however, does utilize the "Nantucket" which draws 11 feet and the "Unketine" which draws 10 feet of water. During a discussion with Captains of the Steamship Authority, it was apparent that the 1974 survey is now obsolete and the "Unketine" has been scraping bottom consistently at the mouth of the harbor with light loads and has been forced aground several times due to using half the channel because of traffic and then running aground while still within the channel.

Mr. Andreliunas of the Corps would like to see more support from the Department of Commerce and Development towards helping Massachusetts get proper dredging support. He feels a letter from the Department which would cite the need economically for the people of the state, and their plight without it, would help him demonstrate a priority for utilizing federal funds for this project instead of others in R.I., Comm., Me., etc. He believes that the Corps "has been deciding what's good for Mass." This is due to the involvement of the state Office of Environmental Affairs being so strong in its vocal opinions. He gets little support from any proponents of a dredging project and feels the Department is the proper agency to take the advisory position instead of the Corps.

Overall it appears it may be possible for the people of Hyannis to get their harbor channel dredged to 12 feet by the Corps if sufficient support is given by a study as well as state and local authorities. It is also possible that permits, concurrent with the project, be issued for individual companies such as Hy-Line to dredge their dock areas out to the channel and utilize the same contractor as the Corps, but at their own expense.

Appendix 2.5

REPRINTED FROM THE CAPE COD COMMERCIAL FISHERMAN'S COALITION

Hyannis Area - Fishing Facilities

These are recommendations for the loading of supplies and unloading of fish for the Hyannis area.

Our harbor is very adequate for fishing vessels because it is so close to the fishing grounds but at the present time our facilities are very bad. There is about 100 feet of area that has been used for loading and unloading, but park area and parking meter area make it almost impossible to even get a truck to the unloading zone at times. There also is no place to store boxes, etc., at the unloading area. All the equipment needed to unload fish is stored three miles or more from this area. Consequently, every time a boat unloads, all these necessities have to be trucked in and then any excess boxes, etc. have to be returned to a storage area away from the waterfront.

At present time we have to have ice trucked in from Brewster. This is a hardship for any boat because in warm weather, crushed ice in an open truck on a trip down from Brewster which can take anywhere from a half-hour to one hour depending on traffic, melts to the degree that you order six tons and receive five tons but you are paying for a ton of meltage.

If some of the park and green area at Hyannis Bulkhead could be designated to the Commercial Fishing Industry, a building could be erected that could house an ice machine and boxes for unloading, scales for weighing and any other necessities that the commercial fisherman could use.

The fishing boats have been unloading here for many years with many hardships. With the passage of the 200 mile limit the industry will come back to life and hopefully it will mean more fish to be caught and processed across our unloading area. If we could eliminate some of the hardships in our area it will be possible to handle this boost in our fishing industry.

Appendix 3.1

SURVEY OF TOWN OF BARNSTABLE RESIDENTS

BARNSTABLE COMMITTEE FOR GROWTH & CHANGE

The BCGC is conducting this survey of residents' attitudes toward the planned development of the Downtown Hyannis and waterfront areas. When you have completed this survey, please leave it in the premises where obtained, return via student, or mail to the Selectmen's office.

1. Town_____ Village_____
2. Sex_____ Age: 18 & under_____ 19-30_____ 31-45_____ 45-60_____ 61 & over____
3. Do you shop_____ work_____ visit_____ in the Downtown area?
4. How often? Daily_____ Weekly_____ Monthly_____ Seldom, if ever_____
5. What do you like best about Downtown Hyannis? (Check one or more)

_____Retail stores
_____Variety of services
_____Restaurant facilities
_____Entertainment & recreational facilities
_____Medical facilities
_____Housing
_____Convenience
_____Harbor facilities
_____Other_____
_____

6. What do you like least about Downtown Hyannis? (Check one or more)

_____Traffic
_____Parking meters
_____Unattractive buildings
_____Lack of variety in retail stores
_____Lack of pedestrian facilities (restrooms, benches, etc.)
_____Inadequate road accessiblity
_____Loitering
_____Lack of evening store hours
_____Other_____
_____

7. How would you like to see the Main Street area developed?

_____
_____
_____

8. How would you like to see the harbor and waterfront area used and developed?

_____
_____
_____

SURVEY RESULTS: BARNSTABLE COMMITTEE FOR GROWTH & CHANGE

Total Surveys Printed: 10,000 Distribution Achieved: 6,200 Total Return 464
Percent of Return 7% Population: 26,980 Percent of Town 2%

Returns from Town of Barnstable: 445

Hyannis	Barnstable	W. Barnstable	Marstons Mills	Centerville	Osterville	Cotuit
173	49	15	20	146	25	17

Yarmouth	Dennis	Other
12	4	3

MALES					FEMALES				
18-under	19-30	31-45	46-60	61-over	18-under	19-30	31-45	46-60	61-Over
13	16	78	49	40	28	36	137	39	28

DOWNTOWN AREA

Shop	Work	Visit	Daily	Weekly	Monthly	Seldom, if ever
415	123	191	135	206	70	33
89.4%	26.5%	41.2%	29.1%	44.4%	15.1%	7.1%

LIKE BEST:	Retail Stores	Variety	Restaurants	Entertainment	Medical
	288	180	113	42	127
	62.1%	38.8%	24.4%	9.1%	27.4%

Housing	Convenience	Harbor	Library	Senior Cit. Cen.	Other
12	139	128	13	19	13
2.6%	30.0%	27.6%	2.8%	4.1%	2.8%

LIKE LEAST:	Traffic	Parking Meters	Unattract. Bldgs.	Lack Retail Variety
	261	299	158	88
	56.3%	64.4%	34.1%	19.0%

Lack of Ped. Fac.	Road Access	Loitering	Evening Store Hours	Other
227	101	108	123	48
49.0%	21.8%	23.3%	26.5%	10.3%

Nothing was suggested in questions 7 & 8. Where trends could be spotted, percentages were computed. Other suggestions are simply listed below.

7. How would you like to see the Main Street area developed?

Pedestrian mall:	129 (27.8%)	Improved parking:	47 (10.1%)
Building renovation:	57 (12.3%)	Landscaping:	67 (14.4%)
Connect to waterfront:	19 (4.1%)	Improves quality of stores:	37 (7.8%)

Design review (signs, architectural, etc.): 30 (6.5%)

Others include: encourage new business, more recreational facilities, more entertainment facilities, connect Main Street with waterfront, preservation of areas and building of historical interest, more cultural facilities, outdoor vendors, more like: Newport, Newberryport, Faneuil Hall and finally, more street activities (like Street Festival).

8. How would you like to see the harbor and waterfront area used and developed?

Do Nothing:	28 (6.0%)	Design Review:	28 (6%)
Comm. Fishing Facil:	15 (3%)	Improve Parking:	13 (3%)
More Rec. Slips:	46 (10%)	Traffic Solutions:	16 (3%)
Landscaping: (parks, appearance, benches, etc.)	66 (14%)	Commercial Develop.: (shops, restaurants)	56 (12%)

Others include: Easier access, more boat trips, total redesigning of harbor more like Mystic Seaport, concerts in the park, relocate larger vessels, better lighting, residential development, more historical appeal.

INSTRUMENTS DEEDING
KALMUS PARK TO TOWN OF BARNSTABLE

BARNSTABLE

GRANTOR	Kalmus, Herbert T.		Case #18964		
GRANTEE	The Inhabitants of the Town of Barnstable				
Deed date	Jan. 21, 1947	Rec. date	Mar. 11, 1947	Plan No.	Lot No. C-3
Instrument	Grant	Sub. to Mtg. of			Street
Consideration	Rev. Stamp No				

Description For the purposes of a public playground or recreation center, a certain parcel situated in Barnstable, Barns. Co. Mass., shown as Lot C-3 on the plan hereinafter referred to, and bounded Westerly by land of the Grantee shown as Lot C-1 on said plan 1,053 ft.±; Northerly by land of the Grantor shown as Lot C-4 on said plan 274.74 ft., the line of said Northerly boundary being a continuation of the Northerly boundary line of Lot C-1 on said plans and parallel to the Northerly boundary line of Lot B on plan #18964A filed in the Land Reg. Office in Boston, a copy of which is filed in Barns. Co. Reg. of Deeds in Town Reg. B. 40 - P. 4, with Cert. of Title #6834; Easterly (slightly South Easterly) by Lot C-4 on said first mentioned plan by a line parallel to the Easterly boundary of Lot C-1, 1105 ft.±; and Southerly by Hyannis Harbor 274 ft.±. All of said boundaries, except the water line, are to be located as shown on subdivision plan by Leslie F. Rogers, Engineer for the Town of Barnstable dated Jan. 10, 1947, filed herewith and showing a subdivision of Lot C-2 on plan #18964 B filed in the Land Reg. Office in Boston, a copy of which latter plan is filed in Barns. Co. Reg. of Deeeds in Land Reg. B. 54 - P. 98, with Cert. of Title #863? . Reserving a right of way 30 feet in width across Lot C-3 to and from Ocean Street in approximately the location of the "Wa? Toward Point" shown on said plan for the benefit of the onwers from time to time of the part of Lot C-4 lying Easterly of Lot C-3, together with a right to use the same for all purposes for which roads are commonly used and the right to locate and maintain in, over and under the same such facilities for water, gas, electricity and telephone services as may be required or useful for said part of Lot C-4. The premises are conveyed subject to any of the encumbrances mentioned in Sec. 46 of Chapter 185 of the General Laws which may be subsisting and subject also to any and all public rights legally existing in and over the same below mean high water mark in Hyannis Harbor.

BARNSTABLE

GRANTOR Kalmus, Herbert T. Case #18964

GRANTEE The Inhabitants of the Town of Barnstable

Deed date June 21, 1949 Rec. date July 11, 1949 Plan No. Lot No. C-7

Instrument Grant Sub. to Mtg. of

Consideration Rev. Stamp No

Description For the purposes of a public playground or recreation center, a certain parcel situated in Barnstable Mass., shown as Lot C-7 on the plan hereinafter referred to, and bounded Westerly by land of the grantee shown as Lot C-4 on said plan 1170 ft. ±; North Easterly by Lewis Bay and the mouth of the Northerly outlet from Salt Pond 400 ft.±; Easterly by other land of the grantor by a line parallel to and distant 250 ft. from the Westerly boundary of the granted premises 940 ft.±, said line being the Westerly boundary of Lot C-8 shown on said plan; and Southerly or South Westerly by Hyannis Harbor 250 ft ±. All of said boundaries, except the water lines, are to be located as shown on subdiv. plan by Leslie F. Rogers, Engr. for the Town of Barns., dated May 1949, filed in L. R. Office as Plan 18964 E, a copy of a portion of which is to be filed herewith. Reserving a right of way 30 ft. in width across the granted premises to and from Ocean Street in approximately the location of the "Way" shown on said plan for the benefit of the owners from time to time of Lot C-8, together with a right to use the same for all purposes for which roads are commonly used, and the right to locate and maintain in, over, and under the same such facilities for water, gas, electricity and telephone services as may be required or useful for Lot C-8. Subject to taxes for 1949 and also to any and all public rights legally existing in and over the same below mean high water mark in Hyannis Harbor.

BARNSTABLE

GRANTOR Kalmus, Herbert T. Case # 18964

GRANTEE Inhabitants of Town of Barnstable

Deed date April 14, 1980 Rec. date Sept. 7, 1971 Plan No. Lot No. C

Instrument Grant Sub. to Mtg. of

Consideration

Description A certain parcel situated in Barns. Barns. Co. shown as Lot C-8 on the plan hereinafter referred to, and bounded North Westerly by land of the Grantee 940 ft. ±; Easterly and North Easterly by Lewis Bay; and South Westerly by Hyannis Harbor. All of said boundaries, except the water lines, are to be located as shown on subdivision plan by Leslie F. Rogers, Engineer for the Town of Barnstable dated May 1949, filed in L. Reg. Office as Plan 18964E. A copy of a portion of which is to be filed herewith. Premises are conveyed subject to the taxes assessed for the year 1950 and to any of the encumbrances mentioned in Sec. 46 of Chapter 185 of the General Laws which may be subsisting, and subject also to any and all public rights legally existing in and over the same below mean high water mark in Hyannis Harbor.

BARNSTABLE

GRANTOR	Kalmus, Herbert T.		Case #18964		
GRANTEE	Inhabitants of the Town of Barnstable				
Deed date	Nov. 16, 1946	Rec. date	Dec. 24, 1946	Plan No.	Lot No.
Instrument	Grant	Sub. to Mtg. of			Street
Consideration		Rev. stamp	No	Ass'd Val.	

Description Two certain parcels situated in Barnstable, Barns. Co., Mass., shown as Lots A-1 and C-1 on the plan hereinafter referred to Lot A-1 is bounded Westerly by land now or formerly of Everlyn Finn, measuring now on the upland 103 ft. ±; Westerly again by the end of Hawes Ave. and by land now or formerly of William C. Folsom et al, 960.27 ft.; Northerly by Lot A-2 on said plan 110 ft. by a line parallel to the Northerly line of Lot B on plan #18964A hereinafter referred to; Easterly by Ocean Street by two courses, 427.71 ft. and 633 ft. ±; and Southerly by Hyannis Harbor. Lot C-1 is bounded Westerly by Ocean Street by two courses; 429.41 ft. and 630 ft. ±; Northerly by Lot C-2 on said plan 115.39 ft. by a line parallel to the Northerly boundary line of Lot B on said plan #18964A, Easterly (slightly South Easterly) by Lot C-2 on said plan by a line parallel to the Westerly boundary of Lot A-1 1053 ft. ±, and Southerly by Hyannis Harbor. All of said boundaries except the water lines are to be located as shown on subdivision plan by Leslie F. Rogers, Engr. for the Town of Barns., dated Nov. 9, 1946 filed herewith and showing a subdivision of Lots A and C shown on Plan #18964A filed in the Land Reg. Office of Boston, a copy of which is filed in Barns. Co. Reg. of Deeds in Land Reg. B. 40, P. 4, with Cert. of Title #6834. Reserving a right of way 30 ft. in width from Ocean St. to Lot C-2 on said plan in approximately the location of the sand road now used and shown on said plan for the benefit of the owners from time to time of Lot C-2 or any part thereof, together with the right to use the same for all purposes for which roads are commonly used and the right to locate and maintain in, over and under the same such facilities for water, gas, electricity and telephone services as may be required or useful for Lot C-2 or any part thereof. The premises are conveyed subject to any of the encumbrances mentioned in Sec. 46 of Chapter 185 of the General Laws which may be subsisting and subject also to any and all public rights legally existing in and over the same below main high water mark in Hyannis Harbor.

Appendix 4.1

RECOMMENDATIONS REPRINTED FROM THE CAPE COD COMMERCIAL FISHERMAN'S COALITION

Hyannis Area - Fishing Facilities

These are recommendations for the loading of supplies and unloading of fish for the Hyannis area.

Our harbor is very adequate for fishing vessels because it is so close to the fishing grounds but at the present time our facilities are very bad. There is about 100 feet of area that has been used for loading and unloading but park area and parking meter area make it almost impossible to even get a truck to the unloading zone at times. There also is no place to store boxes, etc., at the unloading area. All the equipment needed to unload fish is stored three miles or more from this area. Consequently every time a boat unloads all these necessities have to be trucked in and then any excess boxes, etc. have to be returned to a storage area away from the waterfront.

At present time we have to have ice trucked in from Brewster. This is a hardship for any boat because in warm weather, crushed ice an an open truck on a trip down from Brewster which can take anywhere from a half-hour to one hour depending on traffic, melts to the degree that you order six tons and receive five tons but you are paying for a ton of meltage.

If some of the park and green area at Hyannis Bulkhead could be designated to the Commercial Fishing Industry, a building could be erected that could house an ice machine and boxes four unloading, scales for weighing and any other necessities that the commercial fisherman could use.

The fishing boats have been unloading here for many years with many hardships. With the passage of the 200 mile limit the industry will come back to life and hopefully it will mean more fish to be caught and processed across our unloading area. If we could eliminate some of the hardships in our area, it will be possible to handle this boost in our fishing industry.

TRUSTEES OF

PENN CENTRAL TRANSPORTATION COMPANY

PENN CENTRAL PROPERTIES

(617) 769-5020

Edward P. Scigliano
Marketing

100 Access Road
Norwood, Mass. 02062

December 10, 1979

Town of Barnstable
Board of Selectmen
Barnstable, Mass. 02601

SUBJECT: Invitation to Offer to Purchase 12.85 acres located at Main and Center Streets, Hyannis, MS, being Parcel #MAE 000 315, owned by the Trustees of Penn Central Transportation Company, Debtor

Dear Selectpeople:

As one of the parties expressing interest in the above captioned property, you are hereby invited to submit a purchase price offer for the subject parcel, including all improvements thereon.

Your offer must be received in the above office of the Trustees no later than January 13, 1978.

The minimum price is to be not less than $350,000.

No deposit is required with submission of the offer; a standard contract of sale will be sent to the party offering the highest net amount, and a 10% deposit required with its submission to the Manager of Real Estate of P.C.T.C.

The Trustees and Sanford I. Shull, Manager of Real Estate, reserve the sole right to reject any and all offers submitted, for any reason notwithstanding that among other things the offer is the highest received.

Very truly yours,

Edward P. Scigliano

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