

# Hyannis Parking Redevelopment Study Barnstable, MA

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The following study was prepared for the Town of Barnstable by Utile, Inc. on behalf of the MassDevelopment, the state's economic development and finance agency that works with businesses, nonprofits, financial institutions, and communities to stimulate economic growth across the Commonwealth. The study evolved through a series of meetings with the Steering Committee over the course of six months (August 2018 through January 2019).

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# 1. Introduction

The Hyannis Parking Redevelopment Study looks at a solution that balances the need for ferry parking with the desire for a walkable downtown and waterfront that maximizes development potential and the quality of the urban realm.



Main Street is one of the few truly walkable areas in downtown Hyannis.

Hyannis has a unique urban form, different from other walkable downtown centers in the Commonwealth, due to its role as the home port for two ferry operators servicing Nantucket and Martha's Vineyard. As a result, the neighborhood fabric, especially near the waterfront, has been eroded by the demand for convenient ferry parking. This demand has been met through formal ferry surface parking lots and the seasonal availability of informal parking on private property. The net result is the deterioration of the quality of the public realm and the lack of visually engaging buildings and landscape elements. Given this situation, this study looks squarely at a solution that balances the need for ferry parking with the desire for a walkable downtown and waterfront that maximizes development potential and quality of the urban realm.

Two discoveries during the planning process helped frame potential solutions. First: convenient downtown retail parking and convenient ferry parking do not fall within the same walkshed.<sup>1</sup> Acknowledging this allowed the planning team to focus exclusively on ferry parking as the key issue contributing to a larger real estate study. Second: changes in the tourism industry and improvements in vehicle navigation, including a reliance on online information and GPS, have contributed to the effectiveness

<sup>1</sup> A walkshed is the land area within a defined walking range of a specified location. In this case, both a 5-minute (.25 mile) and a 3-minute (.125 mile) walkshed were used.



A significant portion of downtown Hyannis is dedicated to surface parking, both for customers for downtown businesses and ferry passengers.

of remote parking lots recently piloted by Hy-Line Cruises and the Steamship Authority. As a result, the planning framework ties the real estate recommendations with the continued gradual relocation of waterfront ferry parking to consolidated, remote locations. This will help open development opportunities near the waterfront in order to accomplish a variety of other goals for downtown Hyannis, described in more detail below.

## Context

In 2010, Utile, Inc. completed a study that examined the greater Harbor Area. Titled “Gateway Hyannis,” this plan proposed a series of recommendations to harness the harbor’s existing economic activities and patterns of use, and integrate a broader placemaking strategy for the Hyannis waterfront. The plan introduced a series of strategies that promoted enhancement and expansion of the walkable downtown district, elimination of visual blight of surface parking lots, enhancement of the historic seaside village character, and implementation of sustainable urban landscaping strategies. At the time, the Town of Barnstable was focused on positioning Hyannis as a unique gateway destination and vibrant, mixed-use community with local, regional, and national appeal. This focus remains, as the Town continues to pursue opportunities that contribute to a larger placemaking strategy

and larger redevelopment effort to connect the waterfront and downtown.

Several redevelopment goals for the downtown and waterfront serve as the foundation for this study. These goals are threefold: (1) increase housing supply, (2) create a walkable downtown and waterfront, and (3) leverage the value of the waterfront for economic development. These goals must be carefully balanced in order to maximize the economic development potential of the downtown with the desire to create a pleasant place to live, work, and play.

### 1. Increase overall housing supply including affordable and low-income housing

The 2014 Housing Needs Assessment indicates a town-wide demand for an increase in the overall availability of housing and a more diverse housing stock. This need is perhaps most acute



Waterfront views and access is not fully maximized under existing development patterns.

in Hyannis,<sup>2</sup> particularly near transit and downtown amenities. Locating transit-oriented development near Main Street has the dual benefits of supporting downtown businesses while maximizing proximity to a regional transportation hub. A diverse housing stock, one that supports the “missing middle” and other socioeconomic groups, is also becoming increasingly important.<sup>3</sup>

**2. Foster a walkable downtown and waterfront urban fabric**

Creating a walkable downtown and waterfront neighborhood fabric will improve the quality of the downtown, increase real estate values, and create a friendlier atmosphere for tourists and residents. In addition to placemaking opportunities and street improvements, this can be done through infill development.<sup>4</sup> Furthermore, relegating parking to the rear of lots or replacing it entirely with active ground-floor uses such as cafes and retail can dramatically improve the walkability of Main Street.

**3. Leverage the intrinsic value of waterfront real estate**

The Town of Barnstable is blessed with miles of New England coastline. However, this is not always readily apparent to visitors in Hyannis. The Town should pursue opportunities for development near the waterfront for economic development purposes, placemaking, and branding efforts by taking advantage of its sweeping views and potentially creating opportunities for public access and recreation.

Together, these goals maximize the existing economic development potential of downtown Hyannis while contributing to a larger goal of creating a vibrant, walkable, and active downtown and waterfront.



**Top:** Surface parking surrounds the waterfront, not fully taking advantage of its development potential.

**Bottom:** Ferry parking operated by the Steamship Authority, Hy-Line Cruises, and other private property owners near the waterfront presents a set of challenges entirely separate from short-term parking for downtown businesses.

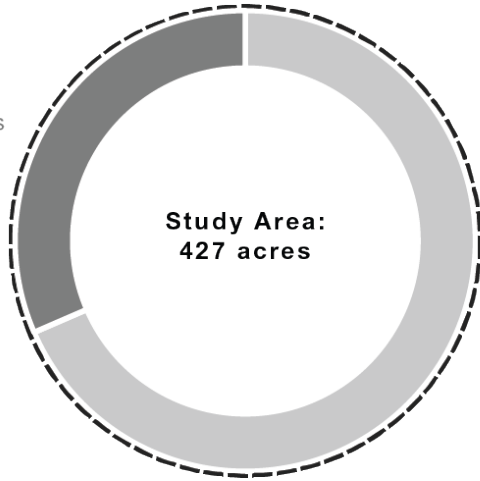
<sup>2</sup> According to the 2014 Housing Needs Assessment, housing stock in Hyannis is somewhat older than the Town of Barnstable as a whole, with about 18% of units built before 1940. Roughly 60% of greater Hyannis housing stock was built between 1960 and 1989. Furthermore, ownership vacancy in Hyannis is extremely low at 0.2%, whereas rental vacancy is around 6%.

<sup>3</sup> According to the 2014 Housing Needs Assessment, 58% of Hyannis households are housing cost burdened, with 57% of owners and 55% of renters. For renters, about 29% are spending more than 50% of gross income on housing costs.

<sup>4</sup> Infill development can be defined as development on vacant or under-used parcels within existing urban areas that are largely developed.

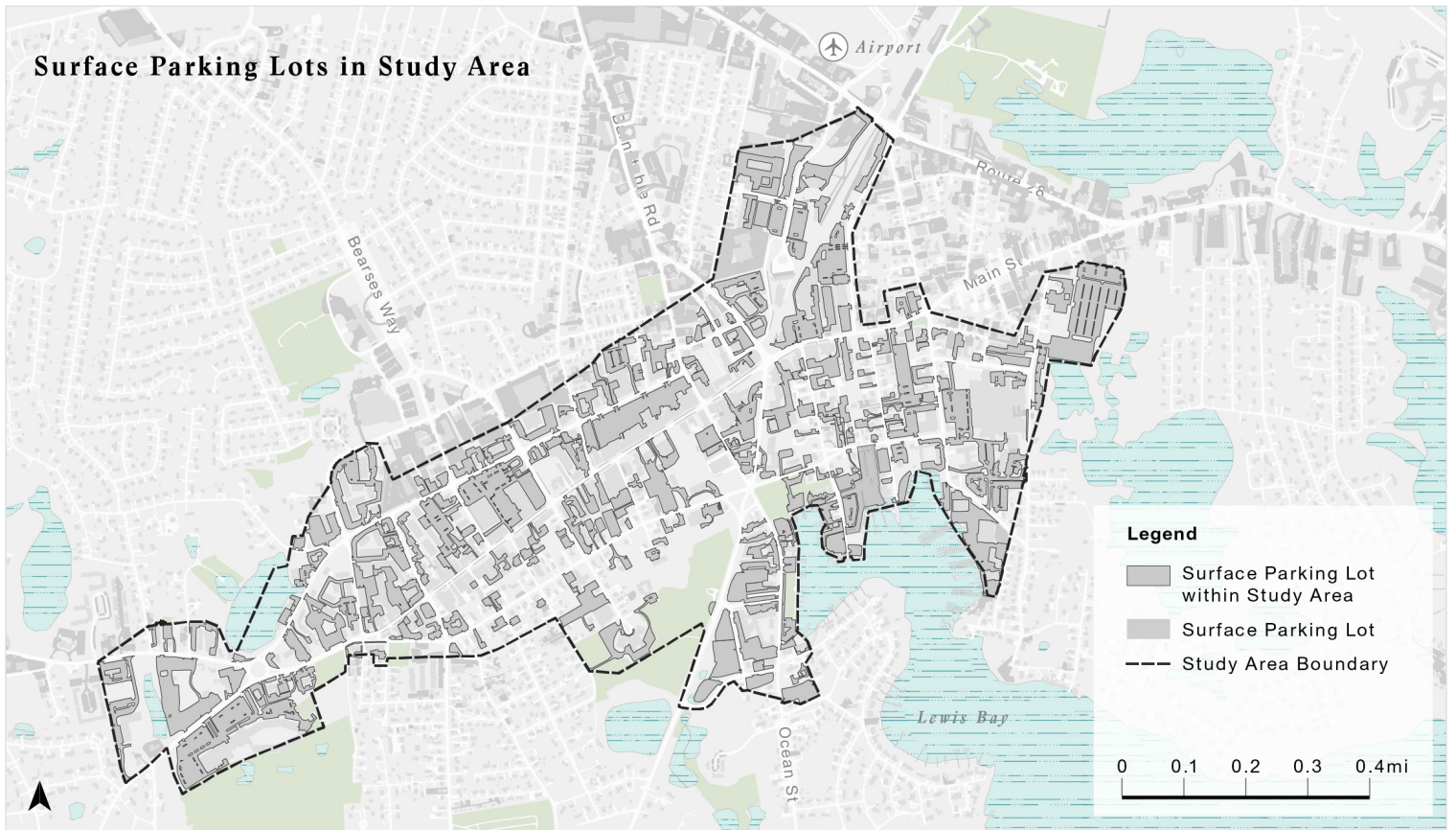
## Why Parking?

**Surface Parking**  
134 acres  
(31.5%)



Parking is a significant land use in Hyannis. Within the study area alone, over 30% of land is devoted to surface parking. Downtown businesses and the two ferry terminals rely on the 230+ existing lots that serve the commercial corridor and harbor. Furthermore, informal or unregistered parking on privately owned parcels is all too common. However, poorly designed or poorly regulated surface parking has the potential to be an eyesore and detriment to the quality of the public realm.

In addition, dedicating land to parking and lacking an overall management strategy for parking inhibits density in the downtown. Therefore, while not necessarily intuitive, the key to creating a more active and vibrant downtown and waterfront in Hyannis will be a well-managed parking supply.



There are over 230 off-street surface parking lots located within Hyannis, yielding approximately 13,247 parking spaces.

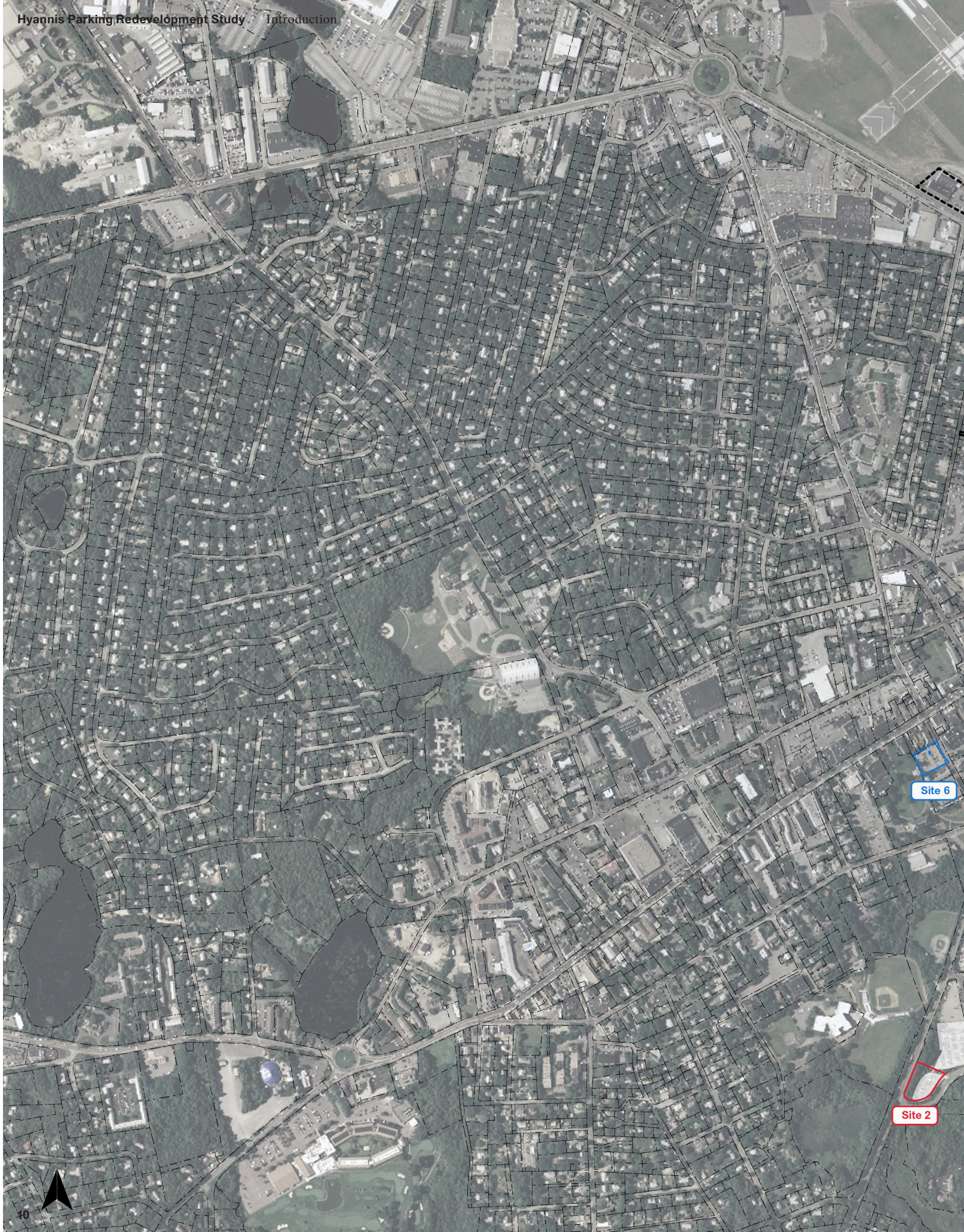


## Goals of This Study

The purpose of this study is to understand parking needs as they relate to ferry operators in Hyannis and explore the redevelopment potential of existing surface parking lots downtown and along the waterfront. The scope of work for this study focuses solely on ferry parking, particularly surface lots owned and operated by the two major ferry operators in Hyannis: the Woods Hole, Martha's Vineyard and Nantucket Steamship Authority (Steamship Authority), and Hy-Line Cruises. The main reason for this is an effort to sync this study with the concurrent downtown parking study led by Nelson/Nygaard. While the downtown parking study is focused on parking solutions for downtown businesses, this study focuses purely on solutions to ferry parking and is focused on new economic development and housing opportunities. The overriding goal of the effort was to consolidate demand of major parking generators in an effort to promote infill development. Although there are certainly opportunities on private parking lots, they were not the focus of the study. While conducted through conversations with a range of stakeholders, this study by no means indicates what will take place in the future on the identified parking lots. In fact, almost all the redevelopment schemes tested in this study are entirely dependent upon the initiative of private entities. However, conducting development test-fits on these parcels illustrates the potential impact that redevelopment of surface parking lots could have on the entire downtown as well as the ways that the town can position surface parking lots as a means to achieving its housing production goals and desire to improve the quality of the public realm.



Surface parking is a dominant use within the downtown and waterfront. There is very little structured parking; instead, more cost-effective surface parking dominates, detracting from the public realm and creating unsightly conditions.



Site 6

Site 2





Site A

Site B

Site 4

Site 5

Site 1

Site 3

**Legend**

Existing Ferry Surface Parking Lots

Parcels for Parking Consolidation

Privately-Owned Parcels

Publicly-Owned Parcels

Parcels for Redevelopment

Hy-Line Cruises-Owned Parcels

Steamship Authority-Owned Parcels

Town-Owned Parcels

0 0.1 0.2 0.3 0.4 0.5mi

## 2. Parking Analysis

### Parking Availability, Use, and Ownership

Parking utilizes a tremendous amount of real estate in downtown Hyannis. Within Hyannis alone, there are over 13,000 parking spaces in 230-plus off-street surface parking lots along Main Street and by the waterfront.<sup>5</sup> The majority of this parking is privately owned. However, the Town of Barnstable owns 9 lots (1,115 spaces) along Main Street and along the waterfront. The two ferry providers together own 12 lots (1,472 spaces) within the study area.<sup>6</sup>

These 230-plus parking lots cater to a variety of customers and serve a variety of purposes: short-term parking for customers of downtown businesses near Main Street versus longer-term parking primarily for ferry parking near the waterfront. A rough walkshed analysis indicates that 41% of the total number of parking spaces fall within a five-minute walk of Main Street<sup>7</sup> (5,421 spaces), while 27% of the parking spaces fall within a five-minute walk of either of the two ferry terminals (3,578 spaces).<sup>8</sup> Interestingly, there are only three parking lots (108 spaces) that overlap within these two five-minute walksheds.<sup>9</sup>

<sup>5</sup> This number does not include the countless other informal or unregistered parking that takes place on privately-owned parcels.

<sup>6</sup> The Steamship Authority operates 5 lots in the study area (804 spaces) and Hy-Line Cruises operates 7 lots (668 spaces). The Steamship Authority leases an additional 600+ parking spaces at a remote parking lot near the airport.

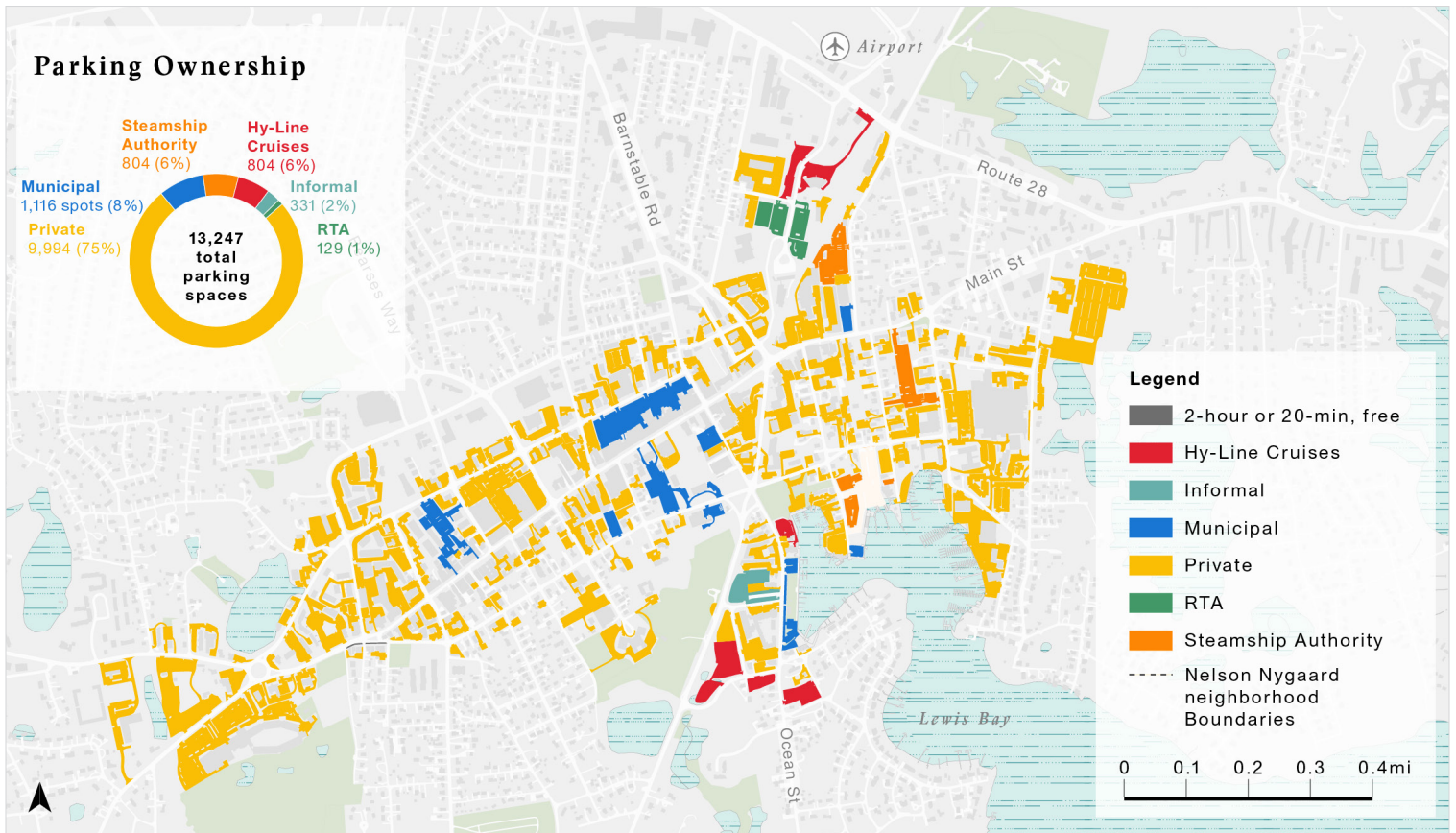
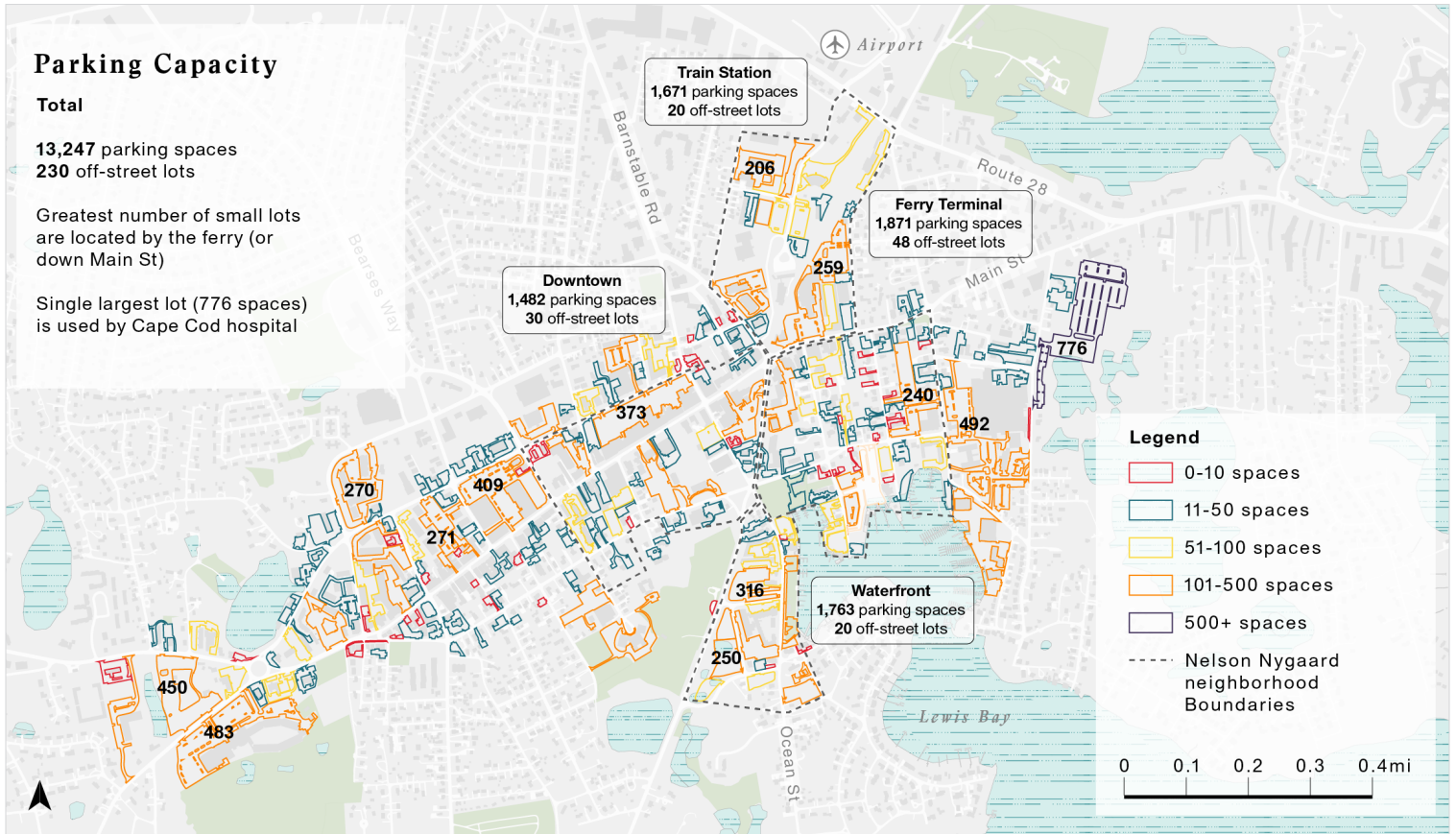
<sup>7</sup> The main pedestrian stretch of Main Street was considered the 0.6 mile stretch between Sea Street and Barnstable Road. This area was used because it was deemed more pedestrian-friendly with active ground-level retail.

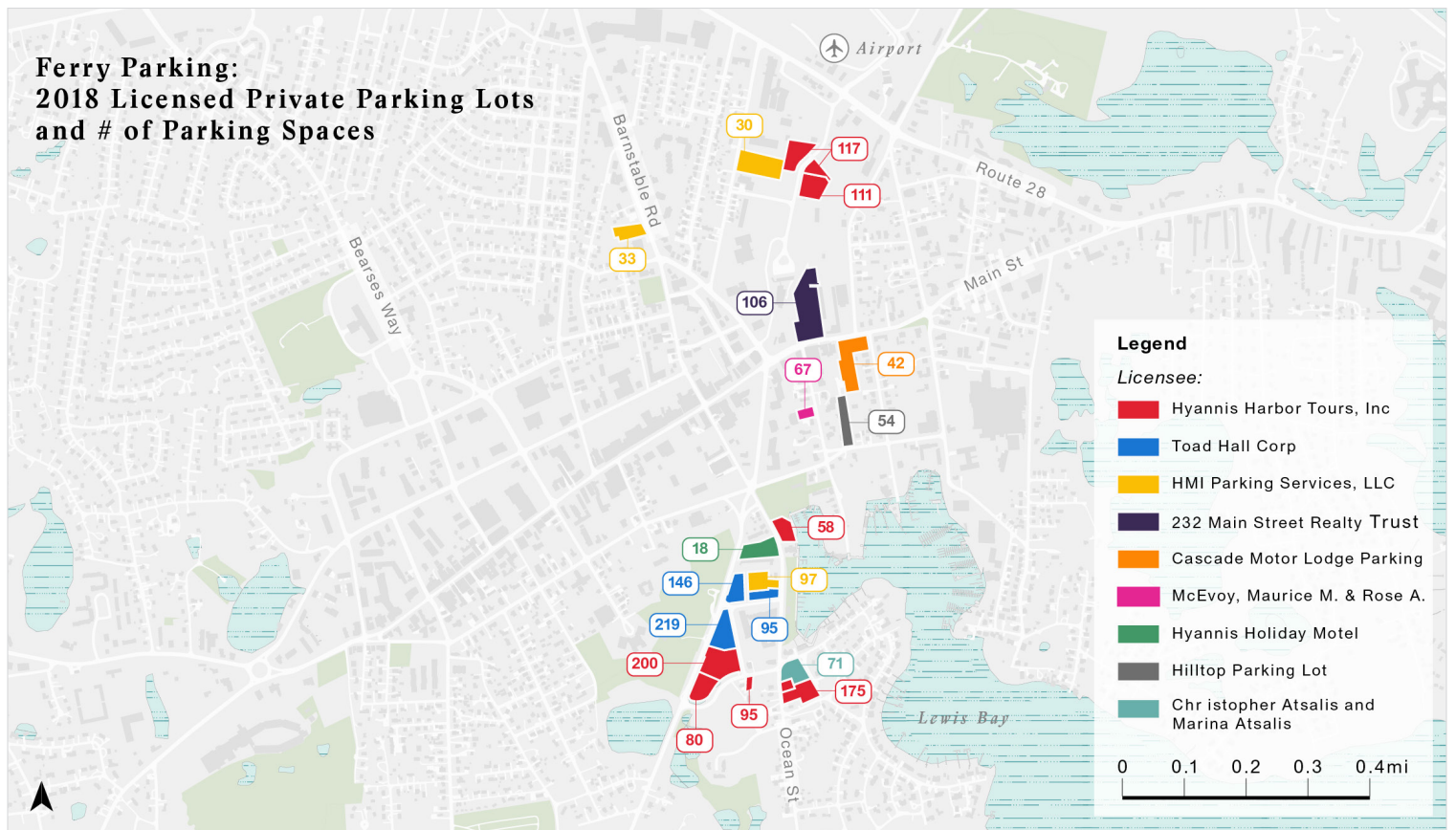
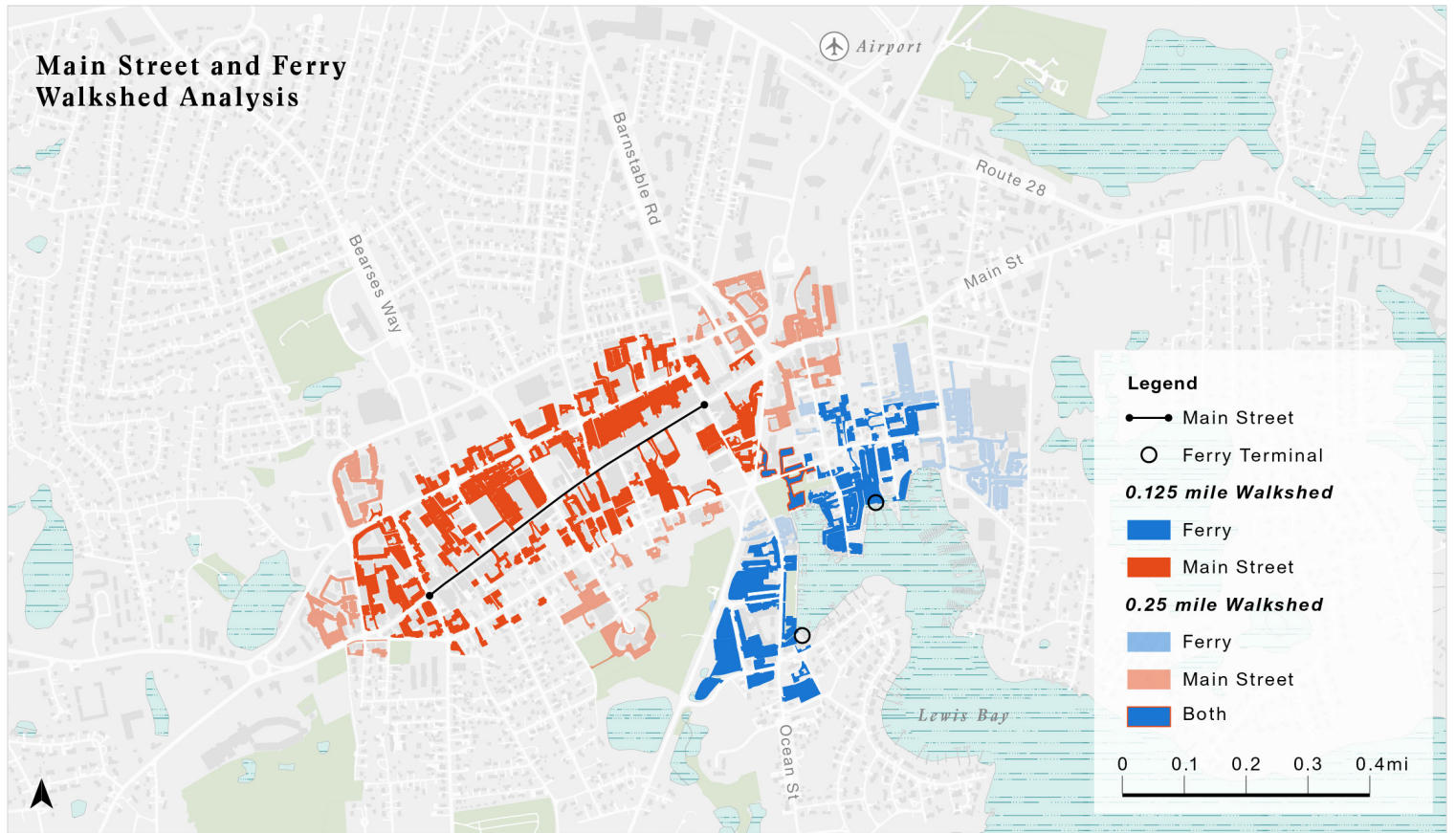
<sup>8</sup> The remaining 32% fall outside of either walkshed.

<sup>9</sup> As previously mentioned, the focus of this study was on the parking needs of visitors, particularly ferry customers. The parallel study by Nelson\Nygaard is exploring downtown parking needs and solutions. Ferry parking presents a different set of problems with a very different set of solutions

**Top:** There are over 230 off-street parking lots located within Hyannis, yielding 13,247 total spaces. These lots range in size from a handful of spaces up to 776 spaces (owned and operated by the Cape Cod hospital). The greatest number of small lots are located off Main Street or at the Ferry Terminal.

**Bottom:** The majority of parking downtown and along the waterfront is privately-owned. Parking for the two ferries, operated by Hy-Line and the Steamship Authority, is clustered near the waterfront and by the Hyannis Transportation Center.





## Ferry Parking

Though a walkshed analysis can give us a proxy for the likely destination of passengers who are parking in certain lots (near either Main Street or the waterfront/ferries), it is still unclear how many parking spaces are truly used for parking by ferry customers. This is due to several factors.

First and foremost, ferry customers are not required to park in parking lots owned and/or operated by ferry providers; they can park in any number of private parking lots located off-site, including at the Town of Barnstable Municipal Airport. For this reason, private parking lots licensed by the Town of Barnstable cluster near the waterfront and the ferry terminals. Though these private parking lots may be used for short-term, long-term, or overnight parking, it is believed that the majority are used by ferry passengers.

Second, behaviors of ferry customers are unpredictable. For example, ferry passengers frequently drop people and supplies near the ferry terminal and return to remote parking lots to leave their car (oftentimes illegally, as is the case with the Cape Cod Hospital). As a result, arriving at an accurate number of spaces in private lots that are utilized by ferry passengers is difficult. Instead, the number of parking spaces within all lots owned and/or operated by the ferry operators (the Steamship Authority and Hy-Line Cruises) was used as a proxy for the target number of spaces that would need to be replaced remotely if some of the land currently used for parking in the waterfront area were opened up for development opportunities.

**Top:** A walkshed analysis indicates that 41% of all parking spaces within the study area fall within a 5-minute walk of the Main Street while 27% fall within a 5-minute walk of either ferry terminal.

**Bottom:** Aside from the ferry terminal offloading lot, the Steamship Authority operates two parking lots in downtown Hyannis and one near the airport. Hy-Line Cruises operates three parking lots by the waterfront and one closer to downtown. A number of other large privately owned parking lots cater to ferry customers as well.

## 3. Redevelopment Alternatives

Through this study, the planning team reimagined the surface lots currently used for ferry parking as new development that accomplishes the goals of creating opportunities for housing and generating a more walkable downtown. Redevelopment of private parking lots has the potential to create a more cohesive development strategy stitching together the Main Street and the waterfront. Though this study focused on what might happen if the ferry operators were to relocate parking out of the waterfront area, this is only a demonstration of the potential for other interested private property owners to do the same. Doing so would create greater development potential and weave together a waterfront and downtown that are largely broken up by parking.

To begin this exercise, the planning team totaled the number of parking lots owned and/or operated by the ferry operators, producing a target number of parking spaces that would need to be replaced elsewhere if these lots were redeveloped. After arriving at this number, the planning team tested relocating parking to two alternative sites through several configurations: publicly-owned land adjacent to the airport (Site A)<sup>10</sup> and existing surface parking lots adjacent to the Cape Cod Regional Transit Authority (Site B). Alternative sites may be evaluated by the Town in the future. Lastly, the planning team tested redevelopment scenarios for the waterfront sites that currently serve as ferry-owned or ferry-operated parking, as well as a town-owned lot on Ocean Street.

### Step 1: Arriving at a Target Number of Parking Spaces

Arriving at a target number of parking spaces was done by totaling the number of spaces owned or operated by the Woods Hole, Martha's Vineyard and Nantucket Steamship Authority, and Hy-Line Cruises.<sup>11</sup> Together, these 12 off-street lots accommodate more than 2,000 parking spaces.

### Step 2: Parking Consolidation

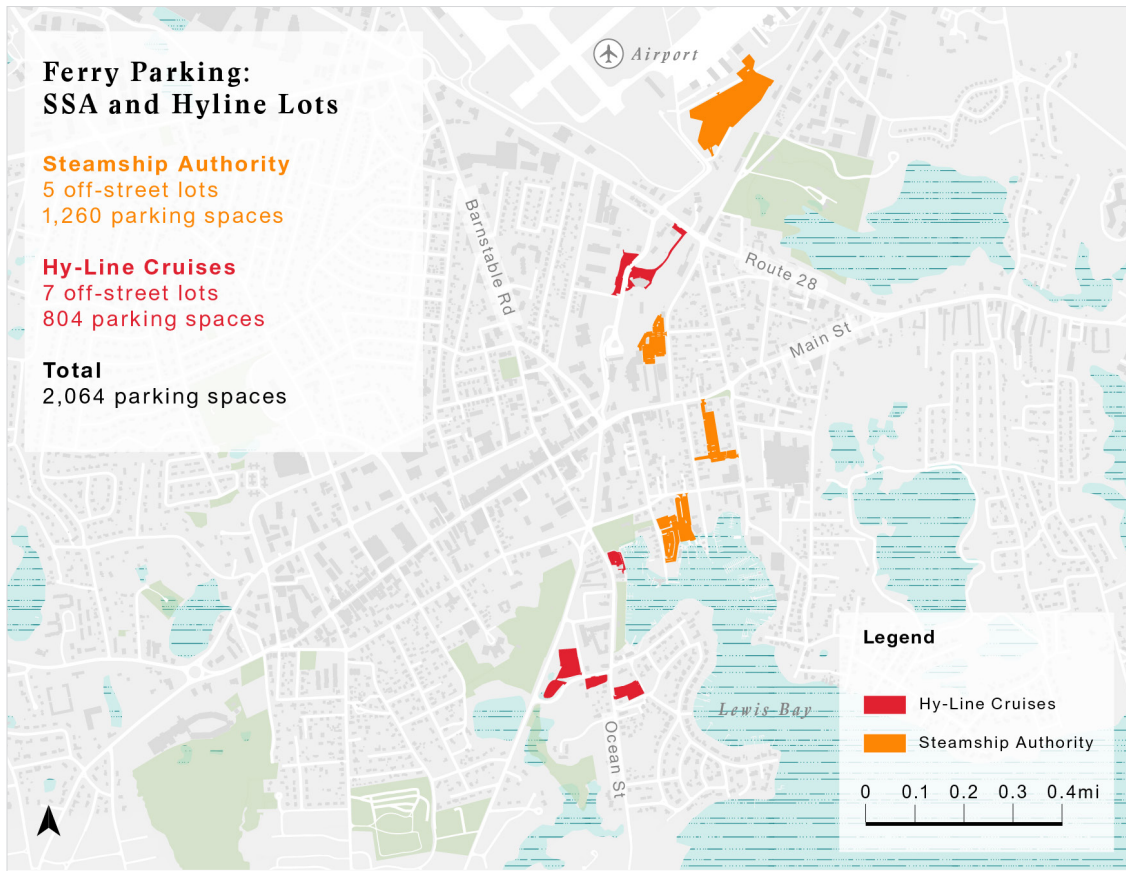
The goal of this second step was to relocate and consolidate ferry parking away from the downtown core and/or the waterfront. Relocating and consolidating parking has multiple benefits for the town and the individual user. From the town's perspective, relocation and consolidation results in: potential redevelopment opportunities, less traffic and congestion downtown, consolidated ferry shuttles, and an improvement to the quality of the urban realm through a reduction in surface parking. Furthermore, removing ferry parking may attract more customers to downtown businesses because of decreases in congestion and traffic. For the individual ferry customer and ferry providers, this means: more ferry parking (via more efficient parking layouts), clearer wayfinding and signage, consolidated and more efficient shuttle routes, and an overall better customer experience. Currently, both ferry operators provide shuttle service between their off-site parking lots and the ferry docks. The Steamship Authority shuttle route varies based on traffic, but generally runs down from the off-site parking lot near the airport, down Yarmouth Road, west on Main Street, and takes a left onto Pleasant Street to the terminal. Hy-Line Cruises operates a shuttle between the off-site lots near the RTA (Iyannough Road) and the ferry terminal. Both are well-utilized, demonstrating a successful parking model that both ferry operators consider expanding upon in the future.

Two sites were selected for this exercise as potential locations for parking relocation and consolidation. Site A, located near the airport, is composed mostly of town-owned parcels and smaller privately owned parcels. A portion of this site is already leased by the Steamship Authority for ferry parking and is served by the Steamship Authority shuttle. Site B, located adjacent to the RTA, is composed of a combination of parcels

<sup>10</sup> The Town of Barnstable is about to undertake a master planning exercise to identify the highest and best use for its assets. This upcoming planning study will indicate whether this parking is feasible and/or desirable, but there may potentially be an opportunity to consolidate parking in the expanded area currently occupied by SSA parking.

<sup>11</sup> Many of these parking lots are only operated by the ferry operators and not necessarily owned by them.





Arriving at an accurate number of spaces used by ferry passengers is almost impossible. Instead, the number of parking spaces owned and/or operated by the two main ferry operators was used as a target number for the number of spaces that would need to be replaced off-site.

owned by the Commonwealth, the RTA, and Hy-Line Cruises. Much of this site is already used for parking. The parking test-fits included scenarios with and without the privately owned parcels.

Both sites were selected as potential locations for several reasons. First, they are located within the designated “Transportation District” in town zoning. Second, they are both surrounded by relatively low-density, automobile-oriented uses. Third, the location of each is attractive for ferry parking, located only a short drive from the respective ferry terminals along convenient shuttle routes that avoid traffic and congestion of downtown.<sup>12</sup> Lastly, parking is an existing use on these sites and potentially the highest and best use. Site A in particular presents no other realistic redevelopment alternative due to its proximity to the airport. While alternative redevelopment may be feasible at Site B, parallel conversations regarding photovoltaic leases and existing parking needs may limit other redevelopment options.

Three parking test-fits were conducted for each of the alternative sites: (1) extremely efficient

surface parking, (2) landscaped surface parking, and (3) structured parking garages.<sup>13</sup> While all three options yield more parking than what is currently provided, the landscaped surface parking alternative provides additional benefits, including public realm improvements, stormwater runoff and capture, and reductions to urban heat island effect. Landscaping elements—either trees, plantings, or shrubs—within surface parking lots can create “parking groves,” eliminating the otherwise negatively-perceived aesthetic of surface parking. Surface parking in general also offers a far more financially viable alternative than building a parking garage.

Results from these test-fits indicate that several scenarios are possible for relocating the 2,000 parking spaces from the waterfront and downtown to somewhere off-site, particularly in places where development is not otherwise a competing use. Knowing that this surface parking can be relocated opens up the possibility of redeveloping the existing surface lots downtown and by the waterfront.

<sup>12</sup> Site A is roughly one mile from either ferry terminal, while Site B is approximately half of a mile from either terminal.

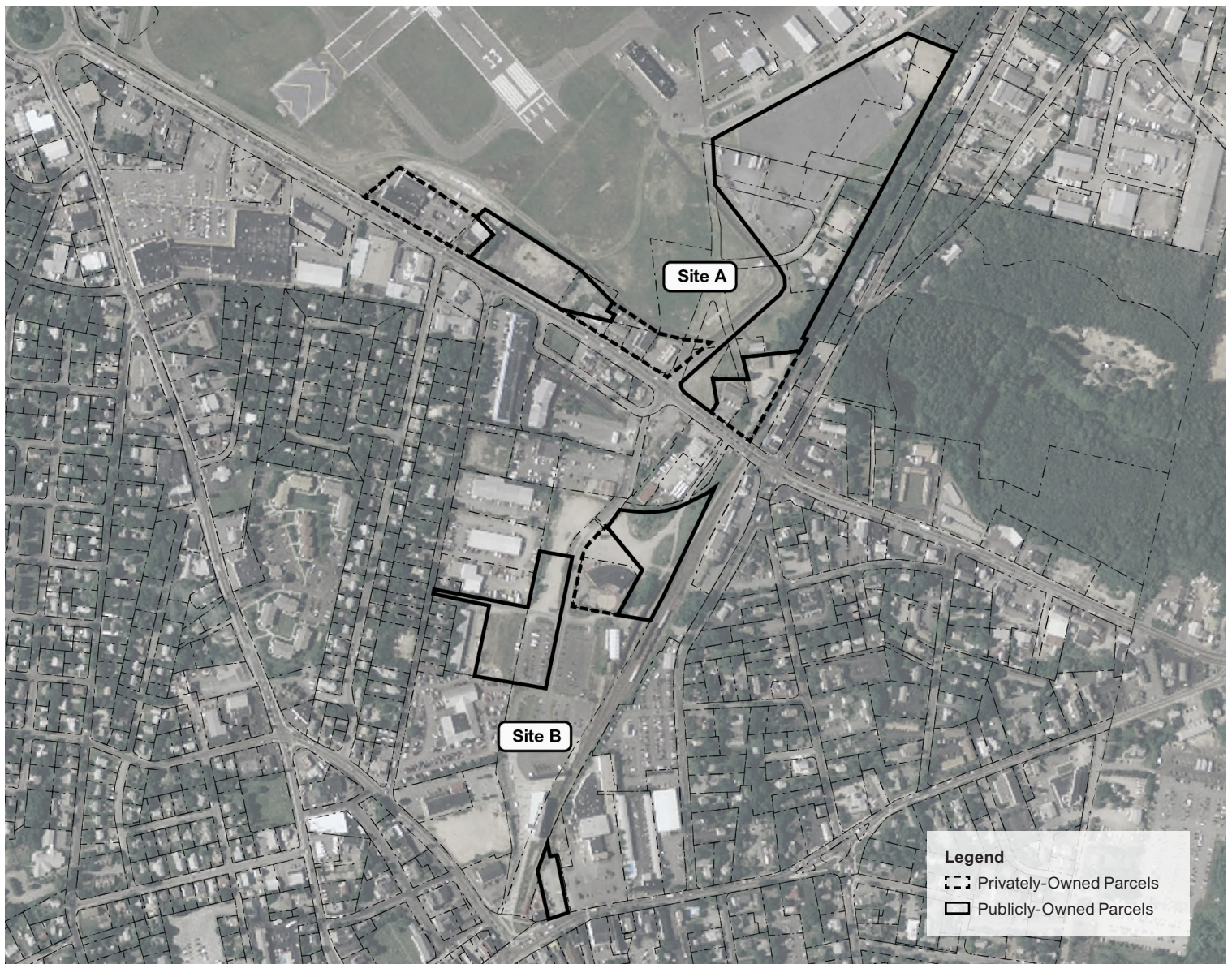
<sup>13</sup> Parking garages are not recommended for the airport site due to FAA height restrictions (discussed later in more detail).

**Site A: Public Land Adjacent to Barnstable Airport**

Site A is composed mostly of town-owned parcels and several smaller, privately-owned parcels. Together, this land could accommodate up to 2,864 parking spaces through surface parking or 2,659 parking spaces through landscaped “parking groves.” On public land alone, a total

of 2,224 parking spaces could be accommodated through surface parking.<sup>14</sup> Although airport staff have expressed an interest in this effort, the airport is currently undertaking a master planning effort that will determine the highest and best use for the land that was included in this study. It is possible that the airport may need this site for storage or another use that fulfills

<sup>14</sup> Parking garages are not recommended for Site 1 due to known FAA height restrictions.



Two sites were selected to test relocation of existing parking owned or operated by the Steamship Authority and Hy-Line Cruises.

other operational needs. Questions also remain regarding the feasibility of public parking on the publicly-owned land adjacent to their airport, since the parcel is within the general approach of the aircraft. At the time that this study was completed, the airport was following up to determine what Federal Aviation Administration restrictions might apply to future land use. This scenario is dependent upon the results of the upcoming Airport Master Plan and therefore may or may not be feasible and/or desirable. However, a portion of this land is already used for parking by Steamship Authority customers. Benefits of this location include easy access from Route 28 and separation from downtown congestion. Furthermore, incorporation of some landscaping elements into the parking areas could create a transformed, welcoming approach into Hyannis from Route 28.

**Site B: Surface Parking Lots Adjacent to RTA Site**

Site B is a combination of parcels owned by the Commonwealth, the RTA, and Hy-Line Cruise located adjacent to the RTA site. Together, this land could accommodate up to 748 parking spaces through surface parking or 678 parking spaces through landscaped “parking groves.” On public land alone, a total of 569 parking spaces could be accommodated through surface parking. Parking garages could fit within this area if shown to be financially feasible. Two three-story garages (the only garages dimensionally possible) could accommodate 1,653 parking spaces. Like Site A, redevelopment on this site is contingent upon plans by an outside party. Coordination with the Cape Cod Regional Transit Authority is necessary for any potential redevelopment in the future. However, consolidation of transportation-related uses into this area (currently zoned for transportation) may be desirable.



A variety of landscaping options are possible to mitigate the negative impacts surface parking may have on the public realm and the environment. Examples of these include strategic planting of trees and other landscape elements, including planting strips and permeable surfaces.



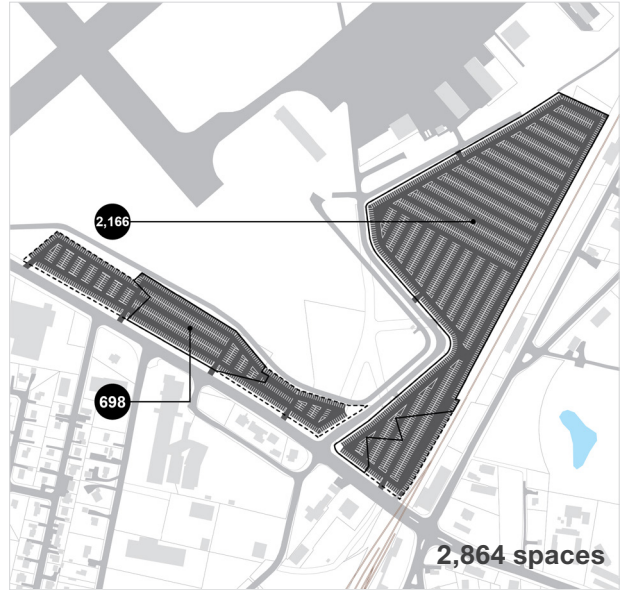
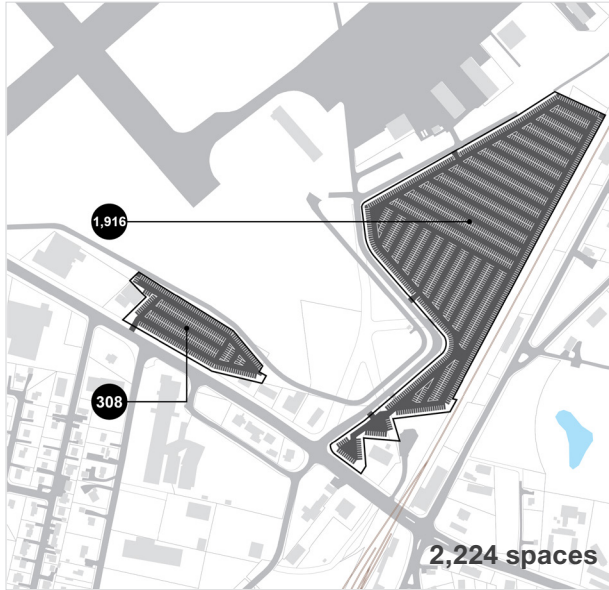
The approach into Hyannis along Route 28 could be greatly enhanced by planting street trees and installing landscaping features as proposed in the landscaped surface parking scenario.

# Summary of Surface Parking Consolidation Scenarios

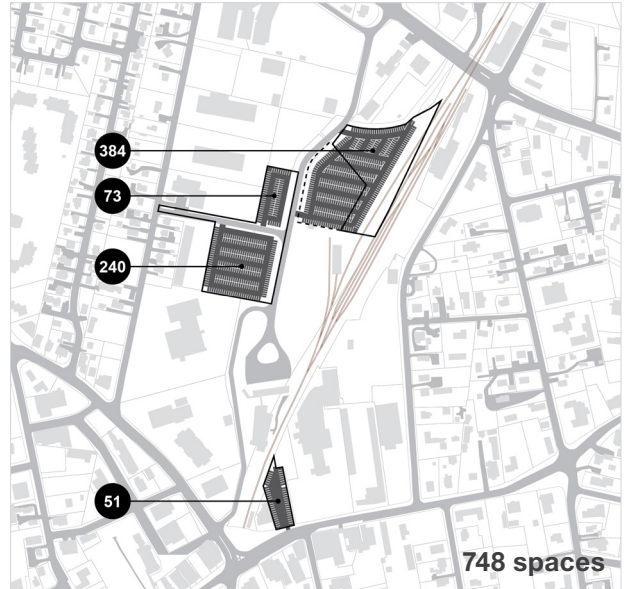
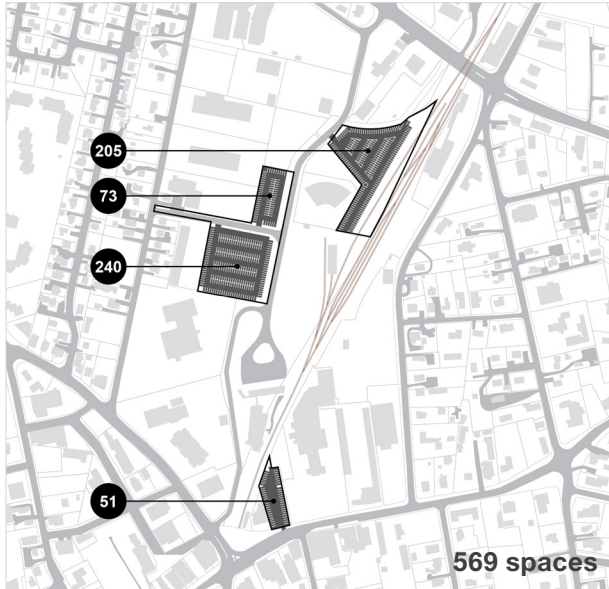
## Surface Parking on Public Land

## Surface Parking on Public Land + Private Land

### Site A Barnstable Airport Parcels

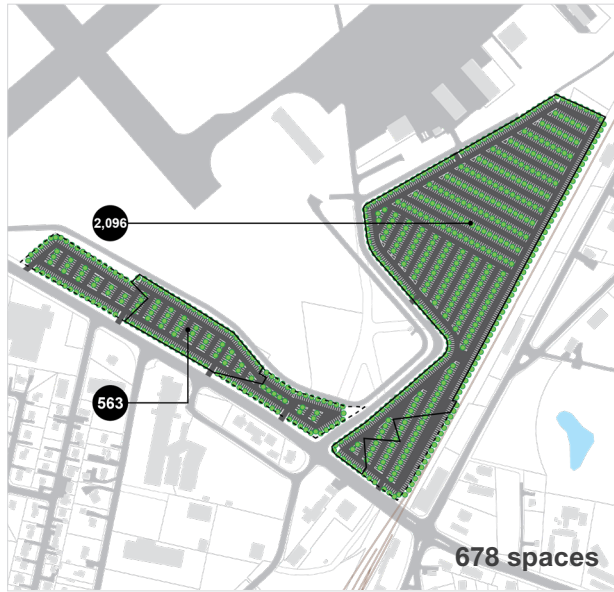


### Site B RTA Site Parcels



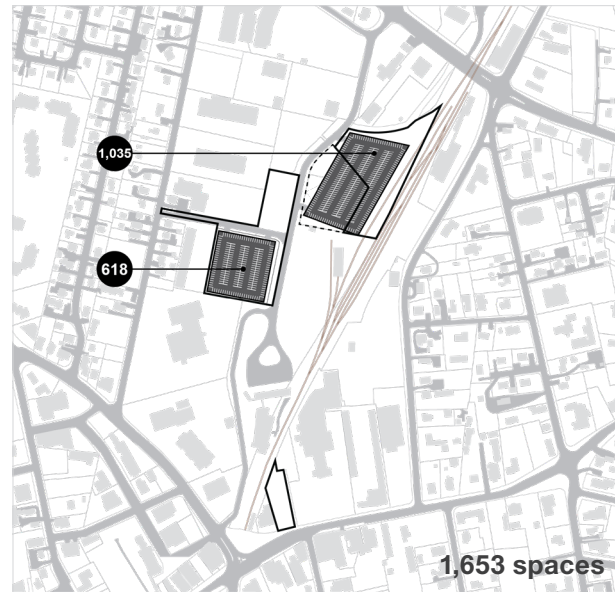
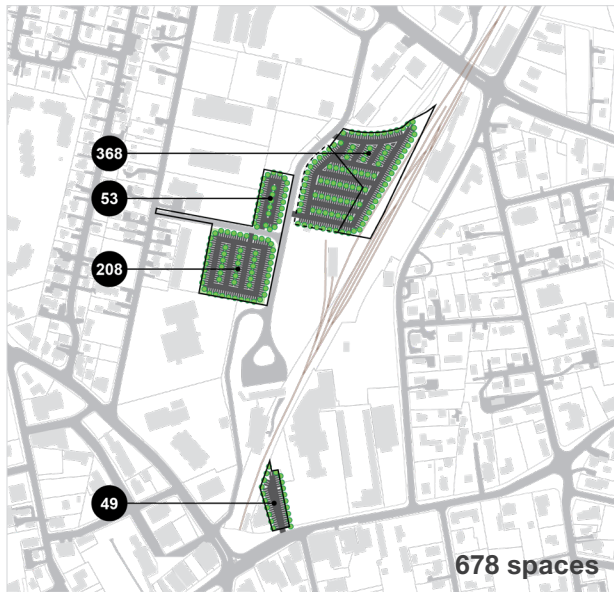
Varied configurations at Site A and Site B—either independent of one another or together—could accommodate the 2,064 parking spaces necessary to replace the parking operated by the two ferry operators.

**Landscaped Surface Parking on Public Land + Private Land**



**Structured Parking on Public Land + Private Land**

Not Applicable Due to Known FAA Height Restrictions



- Surface lot
- Tree
- Parking structure
- Privately-owned parcel
- Publicly-owned parcel

## Step 3: Redevelopment Test-Fits

Once ferry parking is consolidated and/or relocated, surface parking lots will present development opportunities for existing and/or future property-owners. Through well-planned and well-executed redevelopment, the following scenarios have the potential to drastically improve the quality of the public realm through infill development and active ground-floor uses. A flagship redevelopment in the waterfront area may also motivate other private owners to consider the redevelopment of their property.

The third portion of this study examines alternative uses for six different sites. All six sites are surface parking lots owned and operated by the two ferry operators<sup>15</sup> or the Town of Barnstable.<sup>16</sup> Three of the sites are located by the waterfront and the other three abut Main Street. The six sites range in size from 0.62 acres to 2.72 acres and together currently contain 892 parking spaces. Together, the six sites have the potential to yield almost 250 new dwelling units for Hyannis.

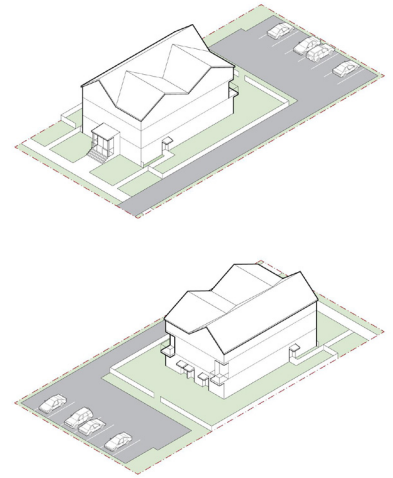
Residential development was tested at all six of the sites. Market conditions indicate an appetite for housing. Furthermore, an increase in housing—particularly multifamily housing within the downtown core—is consistent with

town goals. These redevelopment scenarios rely on a number of building prototypes, most notably the “six-plex,” a multi-family housing prototype that fits contextually within the existing built form in Hyannis. This six-unit building is comprised of three stories, each containing two dwelling units. Parking is accommodated by a small eight-car parking lot in the rear yard behind the building, allowing each unit to have at least one on-site parking space per bedroom. Other denser building prototypes may be more appropriate or desirable for street activation purposes. The development scenarios were developed to track as closely as possible with existing zoning within the Hyannis Village Business District, the Harbor District, the residential zone, and the medical services zone. Liberties have been taken throughout the test-fits to accommodate development; variances for land use, density, and setbacks are noted where necessary.<sup>17</sup> While select scenarios may require zoning relief, the Town is working with the Cape Cod Commission to explore regulatory options to increase housing density while preserving downtown’s unique character.

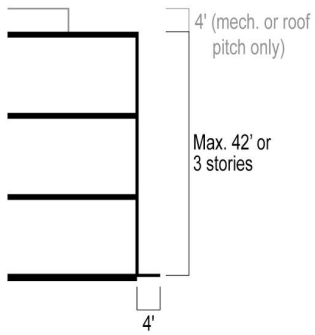
<sup>15</sup> Only surface parking lots that are owned by the ferry operators have been included in this analysis. Parking lots that are leased by ferry parking have been omitted.

<sup>16</sup> Smaller, privately-owned lots, though likely sites for new development within a larger redevelopment strategy, were not considered within this portion of the study. The redevelopment test-fits instead focused on sites that are owned by the Town of Barnstable, the Steamship Authority, and Hy-Line Cruises.

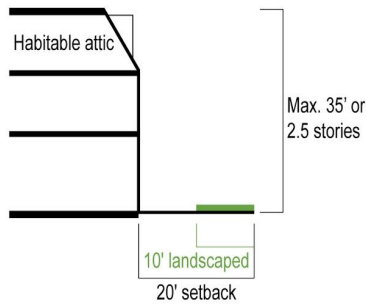
<sup>17</sup> At the time that this study was completed, the Town of Barnstable was beginning to the process of reexamining downtown multi-family zoning with the goal of increasing allowable densities.



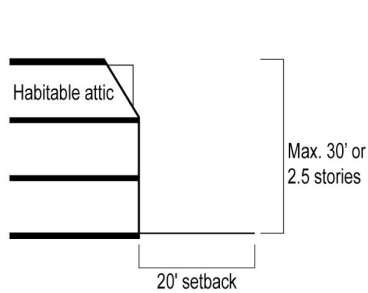
Several of the development scenarios rely on a “six-plex” housing typology which contains six dwelling units and accompanying parking.



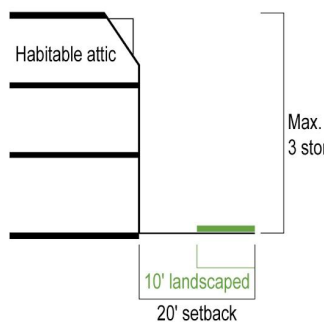
**HVB Zoning District**



**HD Zoning District**



**RB Zoning District**



**MS Zoning District**

Development scenarios were conducted based on existing zoning constraints, including dimensional standards for residential uses. The development scenarios assume that the habitable attic may count towards the count of dwelling units.

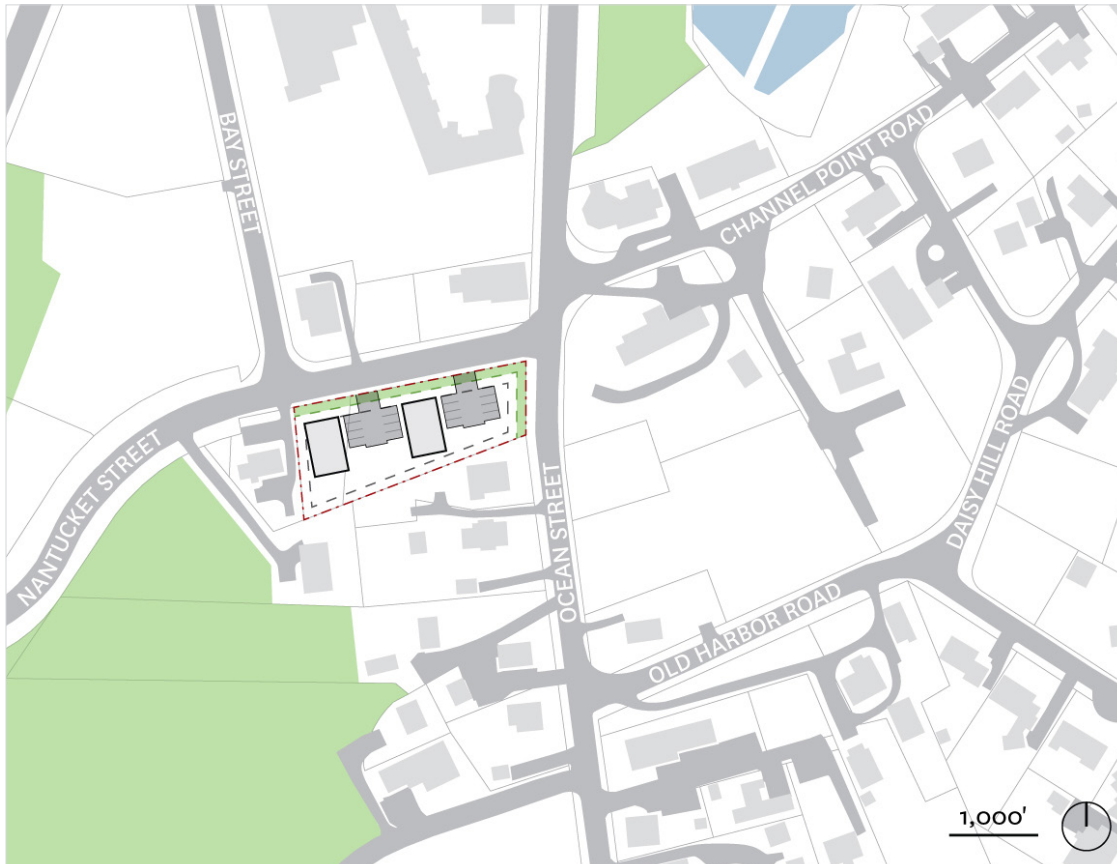


Six sites within the downtown and waterfront were selected for the development test-fits: three sites owned by Hy-Line Cruises, two sites owned by the Steamship Authority, and one site owned by the town.



**Hy-Line Cruises-Owned Sites**

The three sites owned and operated by Hy-Line Cruises included in this study are located near the Hy-Line ferry terminal along the waterfront. Due to dimensional constraints and surrounding land use, six-plexes, single-family homes, and townhomes may be the only likely redevelopment alternatives. Together, these three sites have the potential to create over 40 new dwelling units. However, variances for density and land use are necessary. The limited number of dwelling units on each site may limit the financial feasibility of redevelopment. However, changes to zoning along the waterfront to allow for more density may make redevelopment more likely.



**Site 1: 23 Nantucket Street/247 Ocean Street**

Redevelopment of the surface parking lot at 23 Nantucket Street could accommodate two six-plexes, creating 12 new dwelling units.

|                   |   |
|-------------------|---|
| Address           | 23 Nantucket St.<br>247 Ocean St.                                     |
| Owner             | Hy-Line Cruises   |
| Parcel Size       | 0.47 acres<br>0.19 acres  |
| Current Zoning    | HD; HPOD  |
| Adjacent Land Use | Residential   |
| Residential SF    | 13,700 SF (12 DU)   |
| Commercial SF     | None  |
| Parking           | 16 spaces   |
| Notes             | Requires variance for density; zoning limits residential to 7 DU/acre |

**Site 2: 60 Nantucket Street**

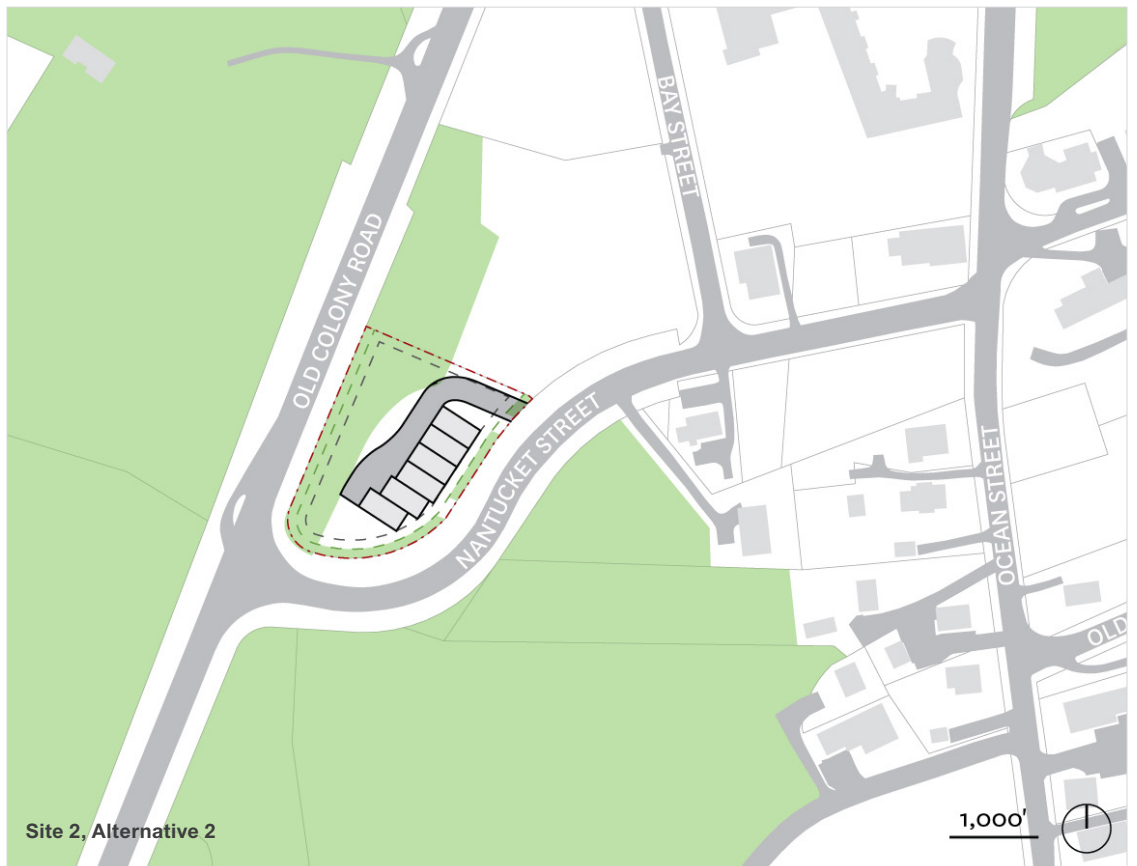
Redevelopment of the surface parking lot at 60 Nantucket Street could accommodate a total of 6 townhomes or two six-plexes, creating a maximum of 12 new dwelling units.

|                   |  |
|-------------------|--|
| Address           | 60 Nantucket St.                       |
| Owner             | Hy-Line Cruises                        |
| Parcel Size       | 0.98 acres                             |
| Current Zoning    | HD; HPOD                               |
| Adjacent Land Use | Surface parking                        |
| Residential SF    | 14,400 SF (6 DU)                       |
| Commercial SF     | None                                   |
| Parking           | 12 spaces                              |
| Notes             | Topography and water reduce build area |

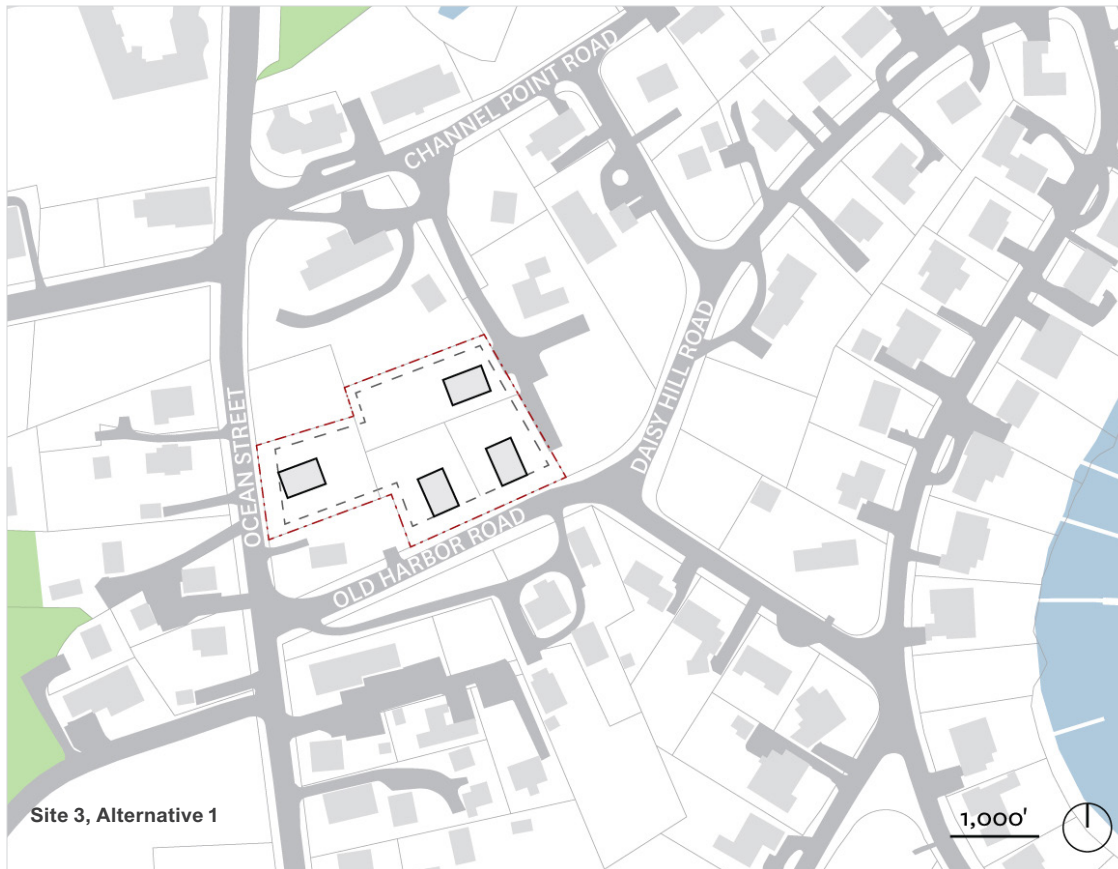


Site 2, Alternative 1

|                |  |
|----------------|--|
| Residential SF | 13,700 SF (12 DU)  |
| Commercial SF  | None   |
| Parking        | 16 spaces  |
| Notes          | Topography and water reduce build area; requires variance density (zoning limits residential to 7 DU/acre) |



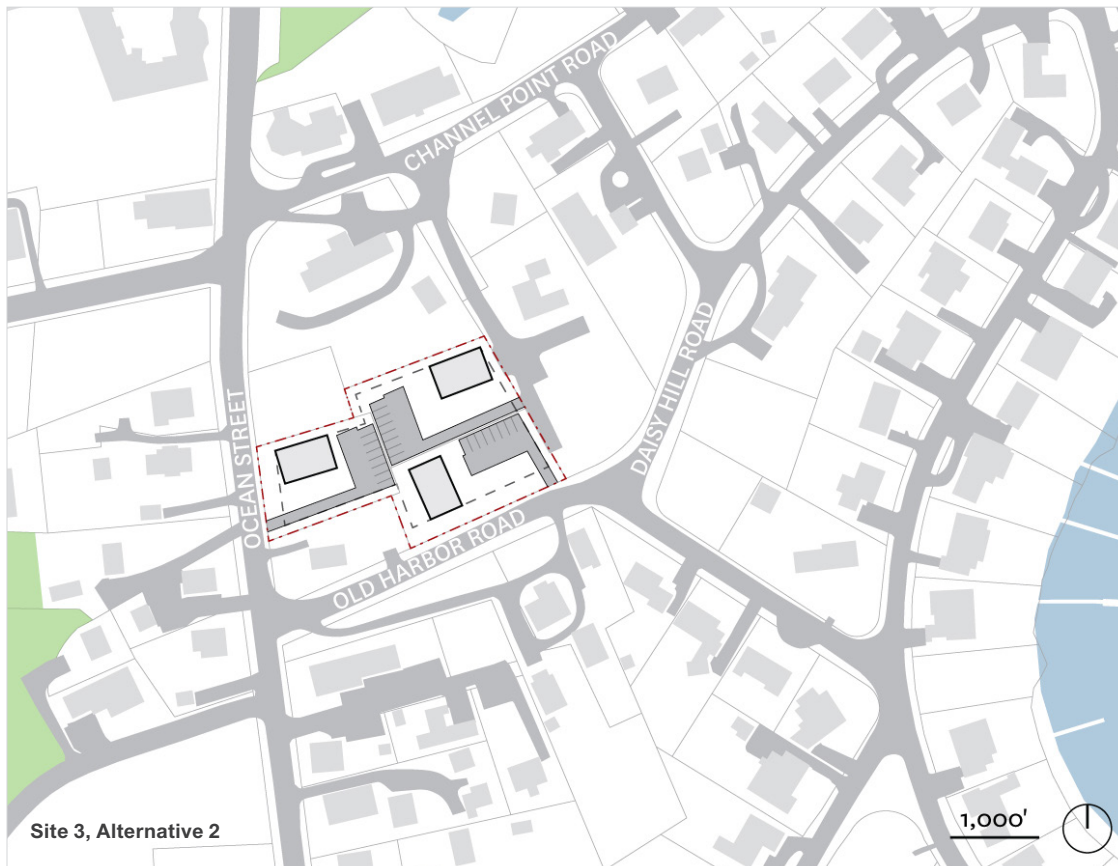
Site 2, Alternative 2



**Site 3: 266 Ocean Street**

Redevelopment of the surface parking lot at 266 Ocean Street could accommodate a total of 4 single-family homes or three six-plexes, creating 18 new dwelling units.

|                   |  |
|-------------------|--|
| Address           | 266 Ocean St.  |
| Owner             | Hy-Line Cruises  |
| Parcel Size       | 1.1 acres  |
| Current Zoning    | RB; HPOD   |
| Adjacent Land Use | Residential  |
| Residential SF    | 10,800 SF (4 DU)   |
| Commercial SF     | None   |
| Parking           | 8 spaces   |
| Notes             | Zoning does not permit multi-family housing or mixed-use |



|                |   |
|----------------|---|
| Residential SF | 20,500 SF (18 DU)   |
| Commercial SF  | None  |
| Parking        | 24 spaces   |
| Notes          | Zoning does not permit multi-family housing or mixed-use; requires variance for use and density |

**Steamship Authority-Owned Sites**

The two large sites owned and operated by the Steamship Authority are located near Main Street in more mixed-use neighborhoods. These two sites lend themselves to larger, three-story residential buildings, however, variances would be required to achieve this density. Furthermore, the second site, currently zoned for medical services, would require a land use variance. Together, these two sites have the potential to create more than 180 new dwelling units.

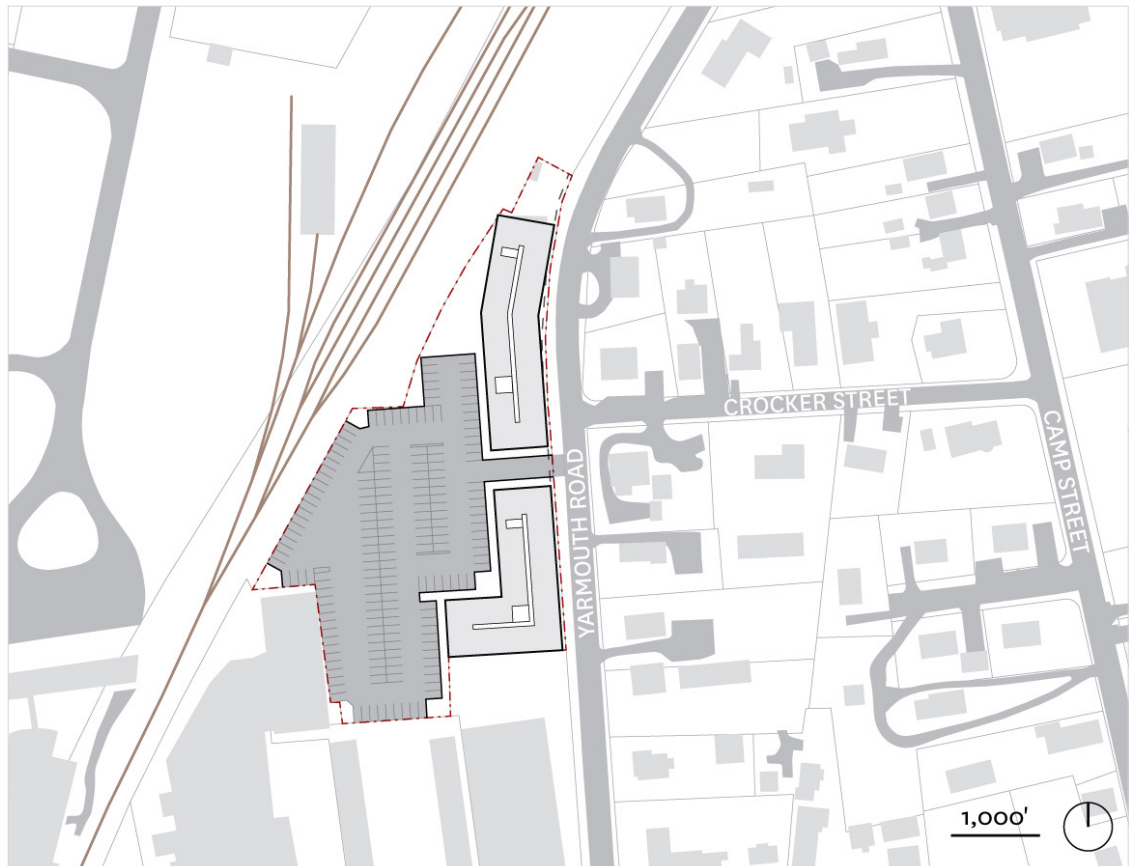
**Town-Owned Sites**

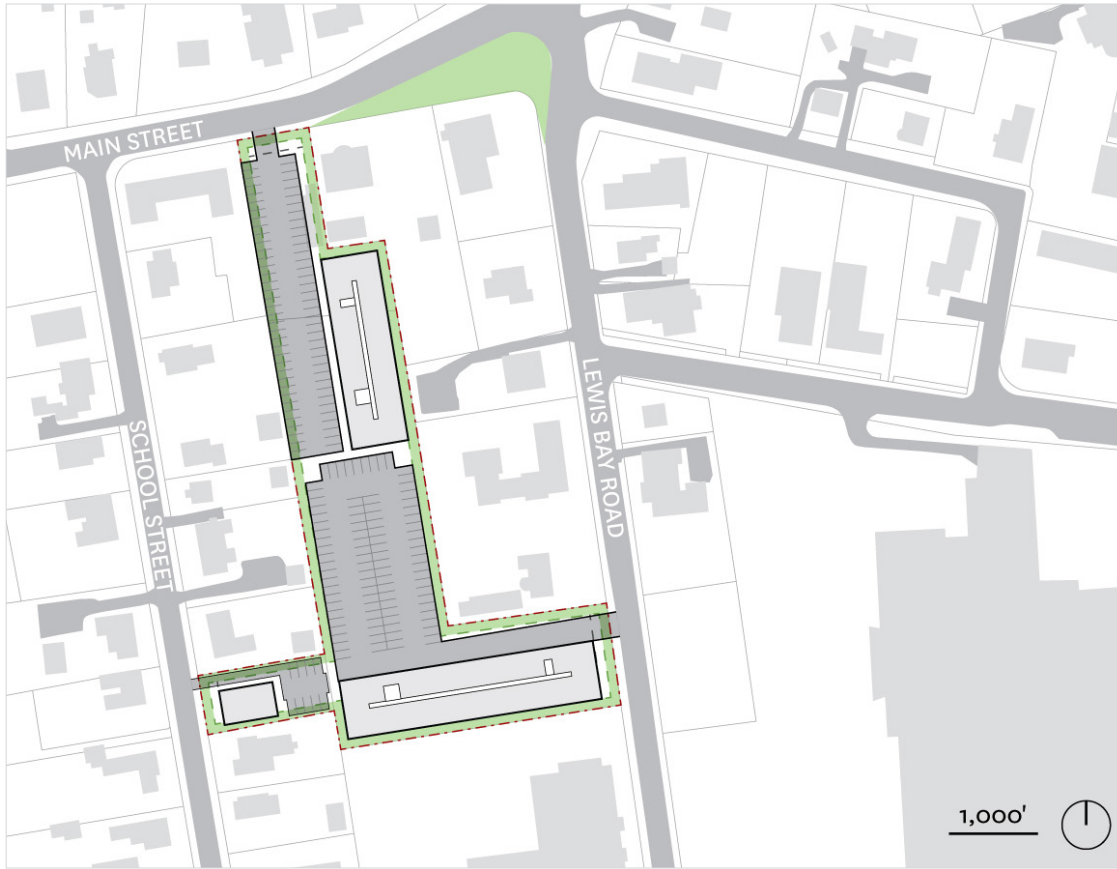
The one town-owned parking lot included in the redevelopment scenarios has the potential to serve as a flagship development. This parking lot, located on Ocean Street directly adjacent to Main Street, has possibly the greatest redevelopment potential. The site could create 20 new dwelling units and 3,500 square feet of new ground-floor retail space. Furthermore, redevelopment along this corridor could help stitch together the downtown and the waterfront.

**Site 4: 75 Yarmouth Road**

Redevelopment of the surface parking lot at 75 Yarmouth Road could accommodate 87 dwelling units in two multi-family residential buildings.

|                   |   |
|-------------------|---|
| Address           | 75 Yarmouth Rd.   |
| Owner             | Steamship Authority   |
| Parcel Size       | 2.66 acres  |
| Current Zoning    | HVB   |
| Adjacent Land Use | Railroad, residential, hotel  |
| Residential SF    | 94,500 SF (87 DU)   |
| Commercial SF     | None  |
| Parking           | 188 spaces  |
| Notes             | Requires variance; zoning permits 12 DU/acre or 60,000 SF mixed-use |





**Site 5: 155 Main Street/60 School Street/61 Lewis Bay Road**

Redevelopment of the surface parking lot at 61 Lewis Bay Road could accommodate 99 dwelling units in two multi-family residential buildings and one single-family unit.

|                   |   |
|-------------------|---|
| Address           | 155 Main St.<br>60 School St.<br>61 Lewis Bay Rd.   |
| Owner             | Steamship Authority   |
| Parcel Size       | 0.48 acres, 0.20 acres, 2.04 acres  |
| Current Zoning    | MS  |
| Adjacent Land Use | Residential   |
| Residential SF    | 102,500 SF (99 DU)  |
| Commercial SF     | None  |
| Parking           | 176 spaces  |
| Notes             | Requires density and setback variances; zoning permits 6 DU/acre or 12 BDR/acre mixed-use |



**Site 6: 25 Ocean St**

Redevelopment of the surface parking lot at 25 Ocean Street Road could accommodate 20 dwelling units in a single multi-family residential building and 3,500 SF of ground-floor retail space.

|                   |   |
|-------------------|---|
| Address           | 25 Ocean St.  |
| Owner             | Town of Barnstable  |
| Parcel Size       | 0.62 acres  |
| Current Zoning    | HVB   |
| Adjacent Land Use | Main Street commercial                                    |
| Residential SF    | 20,900 SF (20 DU)   |
| Commercial SF     | 3,500 SF  |
| Parking           | 32 spaces (11 for commercial tenants)                     |
| Notes             | Zoning limits multi-family to 12 DU/acre if not mixed-use |

## 4. Conclusion & Next Steps

Relocating and consolidating ferry parking within Hyannis and redeveloping surface parking lots has the potential to create new housing, improve the character of the downtown, promote walkability through infill development, and fully maximize the value of real estate along the waterfront. This study has illustrated that relocation, consolidation, and redevelopment may be possible through parking relocation to two different sites.

However, this study only presents a couple options that are highly dependent upon collaboration and cooperation amongst a number of public and private parties, many of which were actively involved in the project steering committee. Careful coordination between stakeholders will be necessary to ensure replacement parking for the two ferry operators is in place prior to redevelopment. Furthermore, market challenges remain. Though redevelopment may be possible, development densities may not be able to overcome the

embedded value of surface parking. If zoning downtown and near the waterfront were changed, greater density may make these options more financially feasible. Other multi-family housing typologies—particularly those with an active street front—could support redevelopment while simultaneously contributing to the walkability and public realm.

It is important to note that this study is only the beginning of a conversation; while the process and its findings were productive in starting a conversation around ferry parking amongst key partners, more analysis and continued coordination is critical. Next steps to take in the short term and long term include:

**1. Determine an approach to consolidating more ferry parking outside of the downtown and waterfront area in remote surface lots or shared parking garages and implementing ferry parking restrictions on small lots.**

The Town of Barnstable and its partners,



particularly those involved in this study, should continue to meet, discuss, and make decisions around the best option for consolidating parking off-site. Shared parking garages, restrictions to small lots for private parking, and public private financing structures for parking should be explored.

**2. Further analyze and consider solutions to ferry parking through the parallel Nelson\Nygaard parking study.**

The parallel downtown parking study, led by Nelson\Nygaard, should continue the conversation regarding ferry parking. Though not the focus of the study, an understanding of and potential solutions to ferry parking in conjunction with downtown parking is critical.

**3. Engage private parking lot owners in discussions surrounding redevelopment opportunities and consider development incentives for small privately owned parking lots.**

Though not included in this study, the large number of small privately owned surface parking lots in Hyannis has a tremendous impact on the urban realm. In fact, the large parking lots owned and operated by the ferry providers are only a fraction of the greater ferry parking issue. The town should engage private parking lot owners in additional conversations surrounding redevelopment opportunities, and potentially consider incentives that encourage redevelopment. Privately owned surface parking lots along Main Street and Ocean Street should be prioritized in an effort to strengthen the connection between the downtown and the waterfront. Creative solutions such as land-swaps should be explored in these conversations.

**4. Conduct a financial analysis to test the relative value of surface parking versus new development.**

Surface parking is currently an attractive use to many property owners downtown due to the high demand for ferry parking. However, a financial analysis should be conducted to indicate the relative value of redevelopment, particularly under revised zoning or a scenario where parking by the two main ferry operators had been consolidated.

**5. Coordinate with the Town of Barnstable Municipal Airport, the Cape Cod Hospital, and other major parking users.**

The Town of Barnstable should engage with the Town of Barnstable Municipal Airport to understand parking needs and development considerations as part of their master planning efforts. Coordination with the airport and other significant institutional planning efforts (i.e. the hospital) could provide shared parking solutions.

**6. Consider a targeted follow-up housing study that explores potential zoning changes that encourage “missing middle” housing types, like townhouses and six-plexes.**

Potential changes to the existing zoning code could encourage more multi-family housing types, like townhouses and six-plexes. An additional planning study is recommended to explore small changes that could have an impact on the number of housing units, in an effort to create more housing in general and more affordable housing in particular.

**7. Conduct an additional study regarding redevelopment of the publicly owned land along Route 28.**

As mentioned earlier in this study, the approach into Hyannis along Route 28 could be greatly enhanced through street trees and other landscaping features. An additional study is recommended to provide urban design guidelines along this corridor, particularly if parking is deemed a potential and desirable use for the publicly-owned land.

**8. Foster connections between the downtown and waterfront.**

The distance between Main Street and the waterfront in Hyannis oftentimes seems immense. While in reality less than half a mile separates the two, one’s experience walking between the two is hindered by challenging infrastructure and an abundance of surface parking lots. Therefore, a planning study and continued placemaking efforts should be conducted to create stronger connections between Main Street and the waterfront, particularly along town-owned land.

# 5. Appendices

## RTA Test Fit

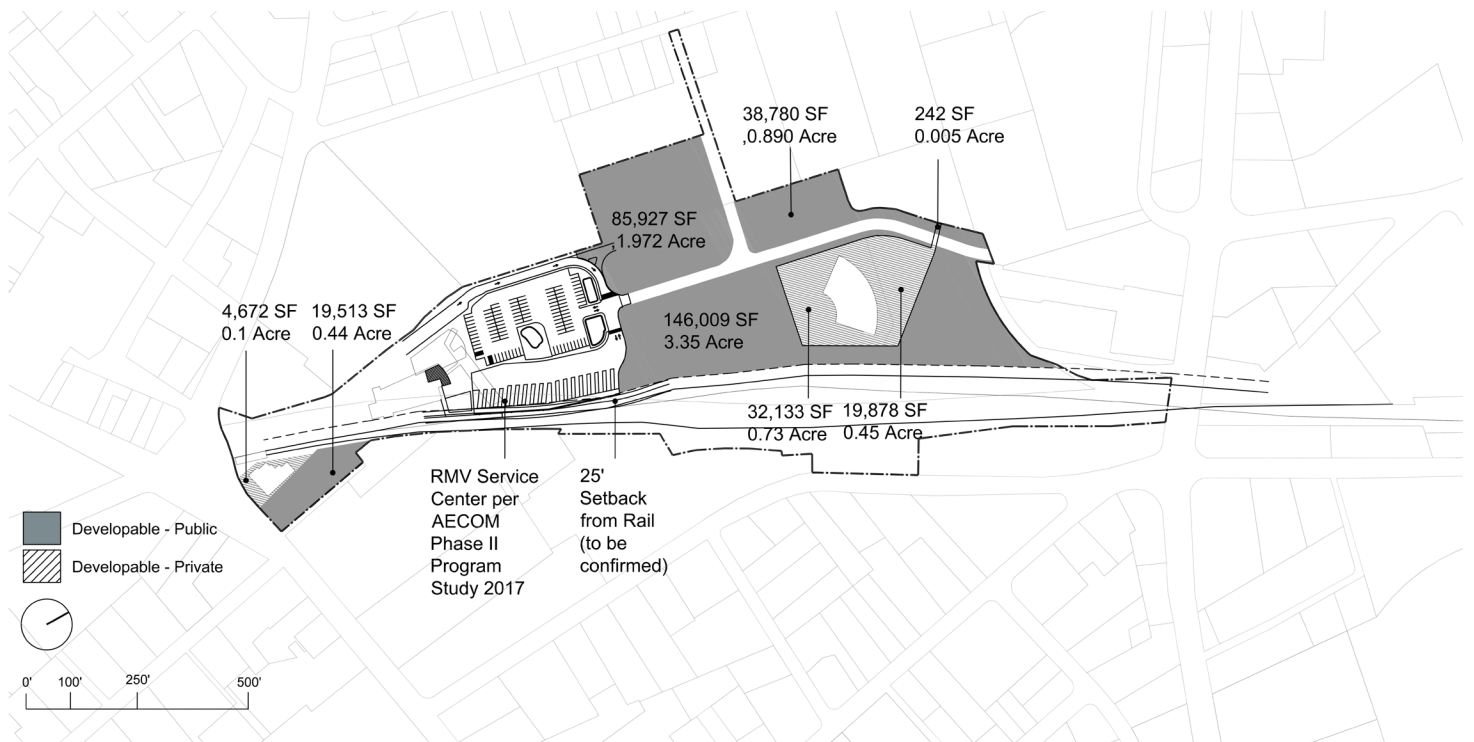
Utile, Inc., with assistance from Byrne McKinney & Associates, conducted several development test-fits for the RTA site (Site B, included in the parking consolidation scenarios in this study). These test-fits were done prior to fully understanding the site’s constraints, but illustrate the development potential of the land abutting the existing RTA facility, if this site is not selected as a place to re-locate existing waterfront ferry parking.

An early scan of the market indicated that the most attractive use in this area is residential development with ground-floor commercial, if this site were to be redeveloped. Not only would residential use generate the highest return on this site, but mixed-use development could potentially stitch together the two residential areas east and west of this site. Furthermore, careful and strategic street design could create a bike through-way and pedestrian connection to Main Street, increasing foot traffic and walkability.

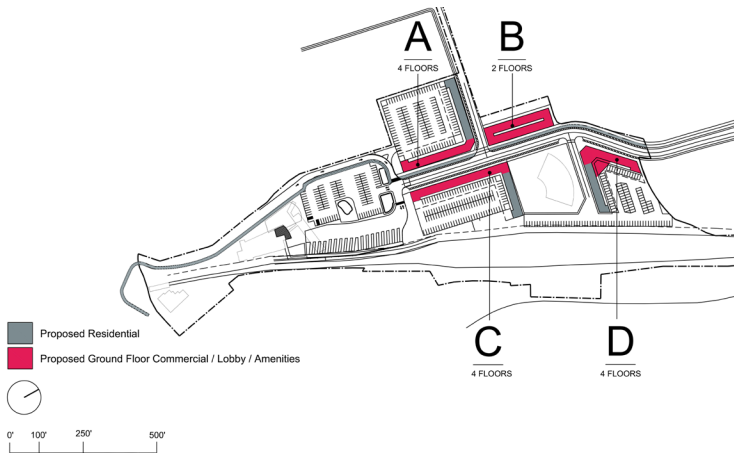
Three scenarios were presented to the steering committee in this early phase of work. As with most development test-fits, development capacity was limited by parking. Scenario A yields a potential 240 units and relies on a surface parking alone. Scenario B incorporates structured parking to accommodate 329 units and a higher parking ratio. Scenario C, the most fully-developed of the three scenarios, incorporates a mix of parking ratios based on varying levels of affordability, arriving at 384 units through surface parking and structured parking.



A precedent for this type of mixed-use development exists adjacent to the RTA parcel at 68 Center Street.

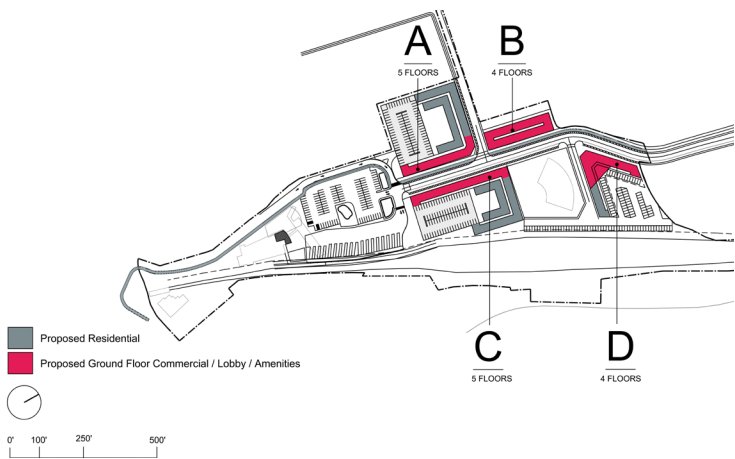






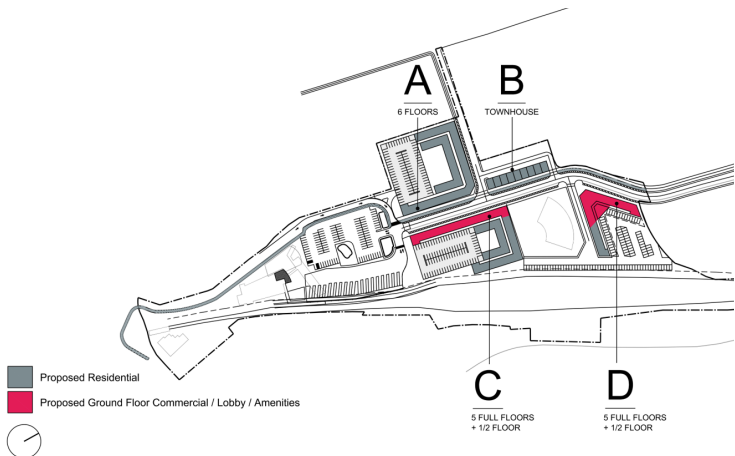
**Scenario A: Surface Parking (1.5 - 1.8 parking ratio)**

| Building | Area/<br>Floor | GSF<br>Residential | GSF<br>Commercial/<br>Lobby/<br>Amenity | Building<br>Height<br>(Floors) | Units |
|----------|----------------|--------------------|---|--------------------------------|-------|
| A        | 24,766         | 6,081              | 7,431                                   | 4                              | 80    |
| B        | 12,944         | 0                  | 12,944                                  | 2                              | 12    |
| C        | 25,943         | 4,401              | 9,688                                   | 4                              | 82    |
| D        | 20,578         | 4,796              | 9,299                                   | 4                              | 66    |



**Scenario B: Structured Parking (1.9 - 2.0 parking ratio)**

| Building | Area/<br>Floor | GSF<br>Residential | GSF<br>Commercial/<br>Lobby/<br>Amenity | Building<br>Height<br>(Floors) | Units |
|----------|----------------|--------------------|---|--------------------------------|-------|
| A        | 24,349         | 16,190             | 8,159                                   | 5                              | 113   |
| B        | 12,944         | 0                  | 12,944                                  | 4                              | 38    |
| C        | 28,852         | 15,164             | 9,688                                   | 5                              | 114   |
| D        | 20,578         | 3,218              | 10,877                                  | 4                              | 64    |



**Scenario C: Combination of Surface and Structured Parking with Varied Affordability Levels**

| Building                   | Area/<br>Floor | GSF<br>Residential | GSF<br>Commercial/<br>Lobby/<br>Amenity | Building<br>Height<br>(Floors) | Units |
|----------------------------|----------------|--------------------|---|--------------------------------|-------|
| A<br>(Rental)              | 25,803         | 25,803             | 8,159                                   | 6                              | 154   |
| B<br>(Townhomes)           | -              | -                  | 0                                       | 2                              | 9     |
| C<br>(Condo)               | 24,852         | 15,164             | 9,688                                   | 5.5                            | 126   |
| D<br>(Workforce<br>Rental) | 20,578         | 3,128              | 10,877                                  | 5.5                            | 95    |