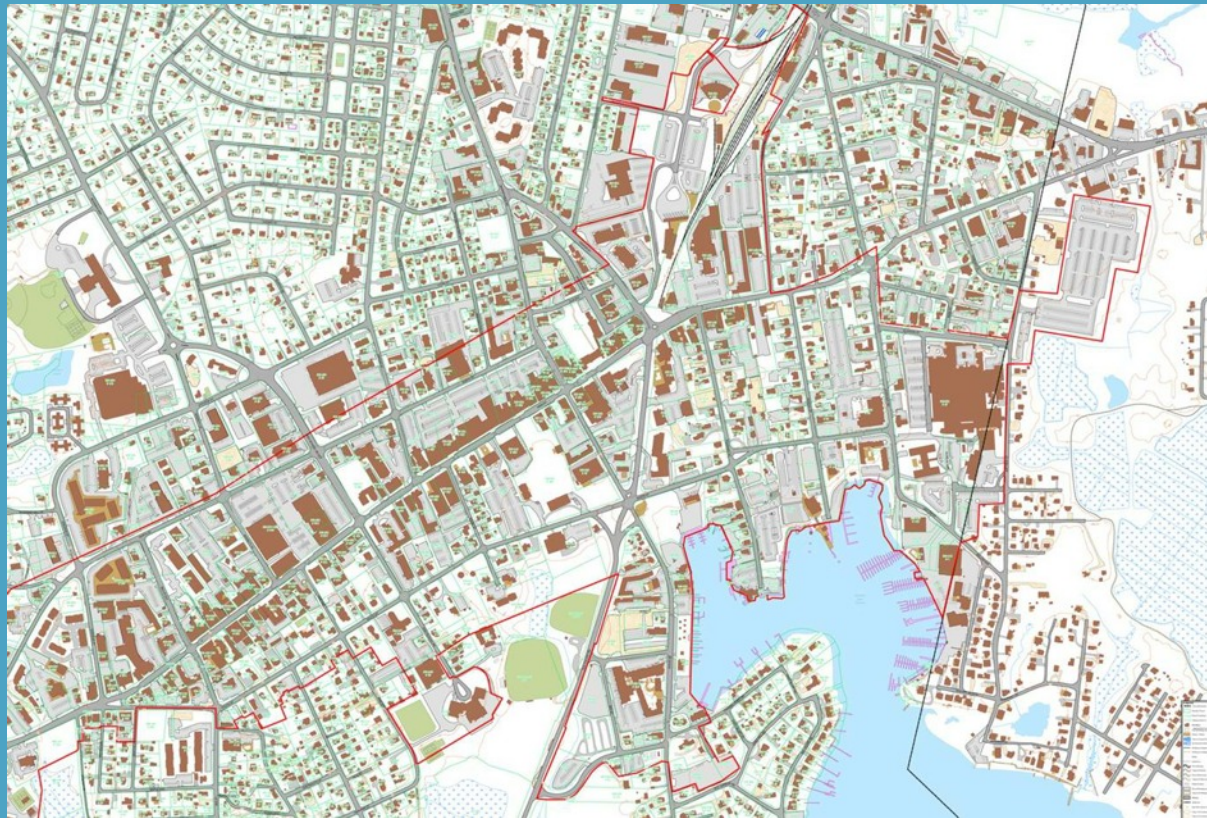


A TECHNICAL ASSISTANCE PANEL REPORT

The Future of Parking in Downtown Hyannis

Barnstable, Massachusetts



January 29, 2013



**Urban Land
Institute**

Boston

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Executive Summary

Under the direction of the Urban Land Institute's Boston District Council, the Downtown Hyannis Technical Assistance Panel (TAP) convened in Barnstable, Massachusetts in January 2012, bringing together stakeholders, Town planners, community leaders, and a panel of planning, design, engineering, and development professionals for a day-long session focused on identifying opportunities and strategies for addressing the parking challenges faced by downtown Hyannis. The report that follows, which summarizes the TAP recommendations, is comprised of five chapters.

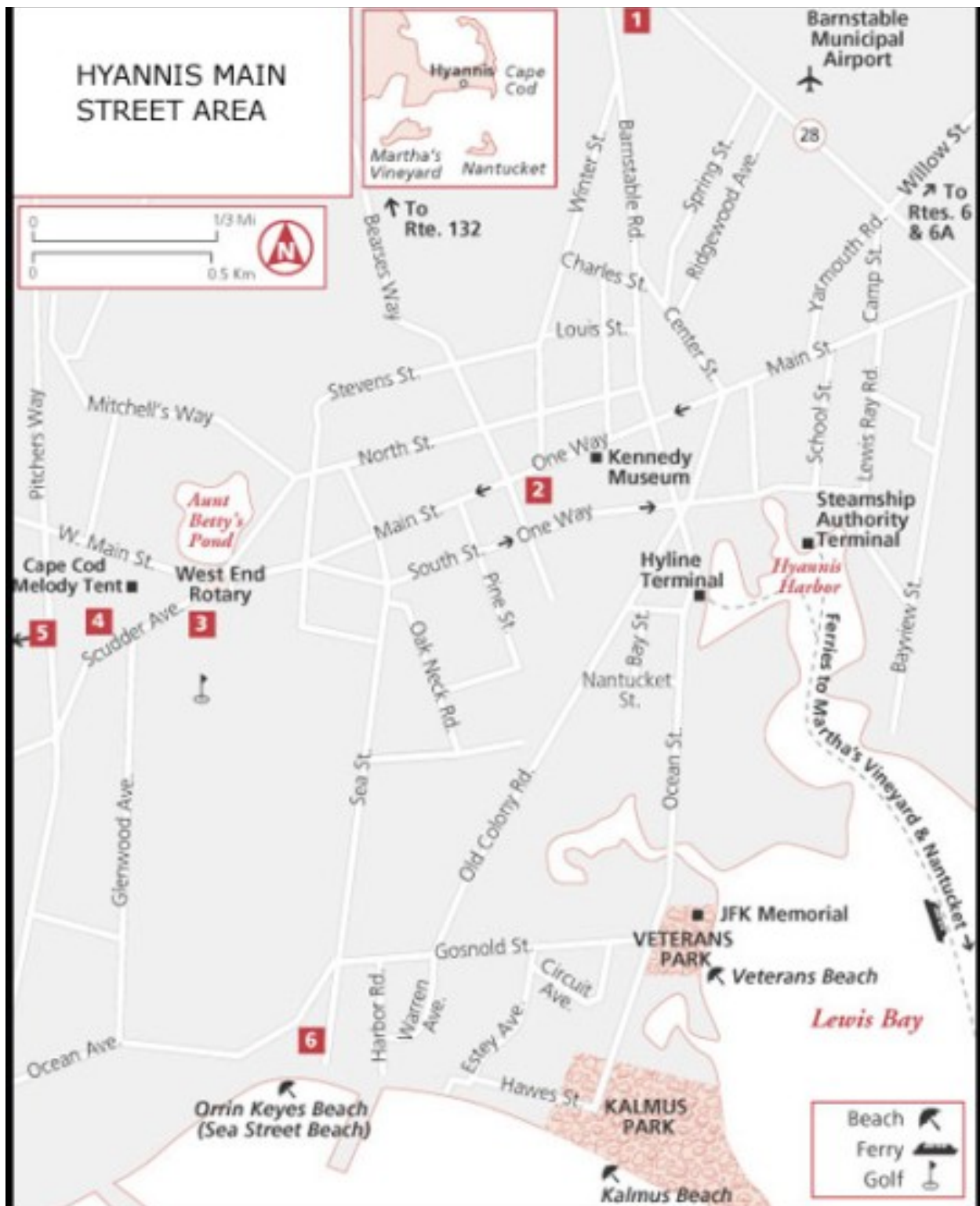
Chapter 1: ULI and the TAP Process gives an overview of the Urban Land Institute's Boston District Council and its Technical Assistance Panels (TAPs) and provides a detailed list of participants in the Downtown Hyannis TAP including Town officials, stakeholders, and the Panel of land use professionals.

Chapter 2: Background and Assignment gives background information about the village of Hyannis, provides an overview of the Town's planning efforts to date related to parking and downtown revitalization, and the Town of Barnstable's objectives for the TAP, as stated in its initial application.

Chapter 3: Observations and Findings presents the Panel's suggestions for strengthening the village's identity and its evaluation of parking and circulation problems and ideas for solutions.

Chapter 4: Implementation discusses the possible local, state, private/institutional, and federal sources of funding.

Chapter 5: Summary of Recommendations presents a menu of short-term and long-term actionable items to be considered as the Town of Barnstable works to improve the downtown Hyannis parking situation.



Map showing downtown Hyannis and surrounding landmarks (courtesy Hyannis Main Street Business Improvement District).

1. ULI and the TAP Process

Urban Land Institute (ULI)

The Urban Land Institute is a 501(c)(3) nonprofit research and education organization supported by its members. Founded in 1936, the institute now has nearly 30,000 members worldwide representing the entire spectrum of land use and real estate development disciplines, working in private enterprise and public service, including developers, architects, planners, lawyers, bankers, economic development professionals, among others.

As the pre-eminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better places. The mission of the Urban Land Institute is to provide leadership in the responsible use of land and to help sustain and create thriving communities. The Boston District Council serves the six New England states and has over 1,000 members.

Technical Assistance Panels (TAPs)

The ULI Boston Real Estate Advisory Committee convenes Technical Assistance Panels (TAPs) at the request of public officials and local stakeholders of communities and nonprofit organizations facing complex land use challenges who benefit from planning and development professionals providing pro bono recommendations. At the TAP, a group of diverse professionals specially assembled with expertise in the issues posed typically spends one to two days visiting and analyzing existing conditions, identifying specific planning and development issues, and formulating realistic and actionable recommendations to move initiatives forward in a

way consistent with the applicant's goals and objectives.

MassDevelopment Support

MassDevelopment is the state's finance and development authority. Both a lender and developer, the agency works with businesses, nonprofits, and local, state, and federal officials and agencies to strengthen the Massachusetts economy. Through these collaborations, MassDevelopment helps create jobs, increase the number of housing units, eliminate blight, and address factors limiting economic growth including transportation, energy, and infrastructure deficiencies.

Recognizing the alignment between ULI Boston's Technical Assistance Panels and MassDevelopment's mission to support sustainable redevelopment across the Commonwealth, in 2011 the two organizations partnered to support TAPs in four Gateway Cities throughout the Commonwealth. The success of that initial year's collaboration led to continued support in 2012-13. The Downtown Hyannis TAP was the sixth sponsored by MassDevelopment to date.

MassDevelopment partnered with ULI Boston to sponsor the Downtown Hyannis TAP, under the direction of Jim Lydon, Senior Vice President at MassDevelopment.

Panel Members

ULI Boston convened a panel of volunteers whose members represent a range of the disciplines associated with the challenges of improving downtown Hyannis' parking environment.

Disciplines represented included architecture and urban planning, development, traffic/parking consulting, and infrastructure engineering. Members were selected with the intent of convening a robust array of professional expertise relevant to the Town's objectives for this TAP. The following is the list of panelists:

- Victor Karen, Citybuilding Enterprises (TAP Co-Chair)
- Christopher Papavasiliou, Nutter McClennen & Fish (TAP Co-Chair)
- Ted Brovitz, Urban Planner, Howard/Stein-Hudson Associates
- Duncan Cook, Market Analyst, NOAA
- Rosalind Gorin, Developer, H.N. Gorin Inc.
- Randall Hart, Transportation Engineer, VHB/Vanasse Hangen Brustlin
- William Lyons Jr., Infrastructure Advisor, Fort Hill Infrastructure Services
- Andrew Singer, Attorney, Singer & Singer
- Edmund Starzec, Real Estate Consultant, MassDevelopment
- Michael Wang, Architect, Form + Place
- David Panagore, Panagore Associates, New Haven Parking Authority

JoAnne Miller Buntich of the Barnstable Growth Management Department served as primary contact for ULI Boston for the Town. Also in attendance was Jim Lydon, Senior Vice President at MassDevelopment.

Virginia Quinn served as a consulting technical writer, while Michelle Landers of ULI Boston provided organizational and technical support in preparation for and during the TAP event.

Stakeholders

The TAP benefited from the participation of a diverse group of stakeholders—policy makers, Town staff, business owners, property owners, and representatives of area institutions—who met with the Panel and shared information, ideas, and opinions on a range of issues affecting the downtown Hyannis parking situation.

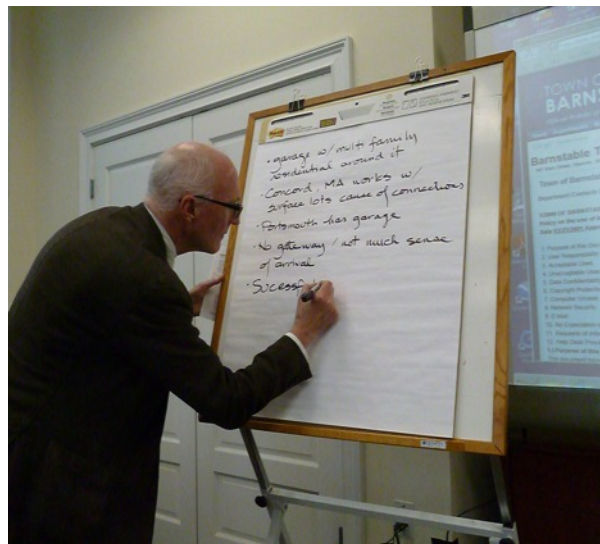
Stakeholders at the session included:

- Thomas Cahir, Executive Director, Cape Cod Regional Transit Authority
- Wayne Lamson, General Manager, Steamship Authority
- Philip Scudder, Vice President of Marketing, Hy-Line Cruises
- David Scudder, Vice President of Operations, Hy-line Cruises
- Douglas Mitchell, retired developer and local resident
- Arthur Mombourquette, Chief Operating Office, Cape Cod Healthcare
- Richard Penn, President, Puritan Cape Cod
- Elizabeth Wurfbain, Executive Director, Hyannis Business Improvement District
- Jessica Sylvia, Executive Director, Hyannis Area Chamber of Commerce
- Dave Columbo, Main Street Business Improvement District, restaurant owner
- Richard Scali, Barnstable Regulatory Services Consumer Affairs Supervisor
- Steven Seymour, Special Projects Manager/Traffic Engineer, Barnstable Growth Management Department
- Art Traczyk, Regulatory Review/Design Planner, Barnstable Growth Management Department
- Glenn Cannon, Technical Services Director, Cape Cod Commission

TAP Process

The Downtown Hyannis TAP was held on January 29, 2013 at the Barnstable Town Hall. In the morning, Joanne Miller Buntich, Director of the Town's Growth Management Department, welcomed the Panelists at Town Hall, then members of the Growth Management Department staff led a bus tour of downtown Hyannis and the waterfront. The tour drove past private commercial parking lots serving the Hy-Line ferry to Martha's Vineyard and Nantucket; the Town-owned parking lot on Ocean Street; several properties where informal non-permitted parking occurs; Cape Cod Hospital; one of the three Steamship Authority lots; the Regional Transit Authority center; the shops, restaurants, public buildings, and schools on Main Street; the mix of public and private lots on North Street; then returned to Town Hall.

After the tour, the ULI Panel interviewed a diverse series of stakeholders to gain a better understanding of the relevant issues, dynamics, and opportunities surrounding parking in downtown Hyannis and the waterfront. The Panelists then engaged in an intensive charrette to develop recommendations addressing some of the critical issues associated with revitalization of the area. The TAP concluded with a presentation that was shared with Town staff and members of the community at a public meeting that evening at the community room of the Steamship Authority. The Powerpoint presentation is available electronically at the ULI Boston website <http://boston.uli.org>.



2. Background and Assignment

The Village of Hyannis

Hyannis is a village important to the commercial and maritime history of Cape Cod. Hyannis Main Street has served with distinction as a seaport home to captains and commerce. Through fire and depression it emerged as a regional hub until the steady transformation of the economy by the automobile. Following incentives created by major roadways, the retail base and residential development motored further away from the historic center. Eventually residential coexistence with commerce was viewed as inconsistent and zoned out of the Main Street area. The presence of civic, institutional, and transportation uses secured Hyannis' standing as a regional center, but downtown's livability and vitality were depleted by the loss of people and business.

For more than a decade, the Town has actively invested in Hyannis' traditional main street and working waterfront to reverse the trend of decline. Downtown Hyannis has been the center of a community-wide revitalization effort aimed at strengthening and diversifying the economy, improving infrastructure and streetscape, adding a range of housing types, and promoting the area as a year-round destination for local and regional visitors. Through regulatory reform and public investment, the Town is successfully implementing a revitalization plan that encourages redevelopment along historic footprints and the creation of an equitable and sustainable community. The Town's plan capitalizes on a unique opportunity for people of varied means to live as neighbors unified by a common desire for active social interaction within livable, workable, walkable village setting.



Parking and Downtown Revitalization

The Town of Barnstable, in partnership with the Cape Cod Commission, has designated downtown Hyannis as a regional “Growth Incentive Zone” (GIZ). This designation, along with correlating programs and policies, supports property redevelopment, job creation, and year-round residential development through permit streamlining, density bonuses, and other development incentives. Since the initiation of the GIZ, suggestions for both additional surface parking and structured parking have been put forward as a means of accommodating the projected parking demand produced by this targeted development initiative. The Town continues to seek parking strategies that reinforce established smart growth policies and contribute to the market growth of commercial, cultural and housing sectors. Strategies must balance a commitment to economic development with the established goals of fostering a pedestrian-oriented environment and supporting alternative modes of transportation.

Addressing the parking challenge is integral to the ongoing effort to promote downtown economic development and business retention. Hyannis Main Street is primarily comprised of retail destinations, cafés and restaurants, and cultural facilities that appeal to the tourist market. The economy remains largely reliant on visitors arriving in private automobiles, unfamiliar with the area and easily frustrated and deterred by congestion and inconvenience. Many experience Hyannis for the first time when attending popular peak-season events, which magnify the uncoordinated state of downtown parking infrastructure.

The diversity of uses in downtown Hyannis necessitates parking options to accommodate convenience and purpose-driven shoppers, restaurant patrons, and day-long or weekend-long visitors, in addition to business owners and employees. Studies of tourist expenditures have shown that there is a direct relationship between tourist trip satisfaction and levels of spending; improving the overall visitor experience, including the provision of predictable and convenient parking, is vital to the success of local businesses and downtown's ability to attract repeat visitors.

Downtown Parking Status

The resulting successes of these revitalization efforts have brought new challenges for the Town and the business community. With new investment, especially in the retail and restaurant sectors, has come a demand for convenient, visible, and perpetually available parking. Several parking studies have shown that adequate supply exists to meet short-term demand, but the perceived parking short-fall has resulted in a trend detrimental to the long-term viability of the street: downtown Hyannis finds itself faced with the "Pensacola Parking Syndrome." Andres Duany's synopsis of the issue readily summarizes the fears of planners and historians working in downtown Hyannis:



[A] Charming old downtown with a wonderful pedestrian realm finds itself in need of more parking spaces. It tears down a few historic buildings and replaces them with surface parking lots, making the downtown both easier to park in and less pleasant to walk through. As more people drive, it tears down a few more buildings, with the same result. Eventually, what remains of the old downtown becomes unpleasant enough to undermine the desire to visit, and the demand for parking is easily satisfied by the supply...

This threat is coupled with the long-standing challenge of meeting the demands of the ferry service from Hyannis Harbor to Martha's Vineyard and Nantucket. This service necessitates infrastructure to accommodate thousands of travelers each summer, many who leave their vehicles behind for weekend stays on the islands. The Steamship Authority, in an effort to respond to the demand for parking, operates several remote lots with free shuttle service. Nonetheless, there remains a strong market for low-overhead surface parking operations in close proximity to the terminals, which consume valuable harbor-front real estate. Further, illegal "bootleg" parking lots persist in the historic residential area nearest to the harbor, undermining the viability of a neighborhood revival.

Additional traffic and parking pressure is placed on the Hyannis Inner Harbor area by the Cape Cod Hospital, located on the east side of downtown. The hospital employs approximately 2,000 people and serves the Cape Cod region. The facility generates a significant year-round parking demand and maintains a large number of surface parking spaces south of Main Street. The hospital also provides valet service for their daytime visitors. Nevertheless, parked vehicles spill out into the surrounding neighborhood and congestion is increased by visitors seeking convenient parking.

Recent Activity

Several recent proposals to demolish buildings or redevelop lots for accessory surface parking have catalyzed this request for technical support. These proposals were seen as inconsistent with downtown goals: the applications and inquiries proposed parking areas that would have encroached on residential neighborhoods, interrupted the active Main Street streetscape, and created dead space in center of a budding arts and culture district. Further, the continued

privatization of parking areas to serve individual businesses is generating additional unwarranted demand and threatens to create a visual blight on downtown. These trends underscore the need to reengage the business community in a discussion regarding parking and reevaluate short- and long-term solutions to meeting demand. The importance of providing predictable parking is recognized by all community stakeholders. The Town is advocating for a strategy that will comprehensively address the issue in a manner that will serve all downtown stakeholders without compromising the composition of the built environment.

The Town has dedicated resources to studying the parking infrastructure necessary to support and encourage new downtown development. The most recent include:

- Gateway Hyannis: Hyannis Harbor Land Use Analysis and Economic Development Strategy, Utile, Inc. (May 2010)
- Informational Signage Strategy, Kennen Landscape Architecture (March 2008)
- Growth Incentive Zone Application (2006)
- Rich & Associates Parking Study (2004)



Town of Barnstable's Objectives for the TAP

Faced with these challenges and commitments, the Town seeks innovative solutions to allow better access to existing parking supply and to improve parking management. Hyannis' unique urban environment presents a need to view parking through an architectural lens. In this transitional moment, there is a desire for design-oriented solutions to effectively integrate parking into the urban fabric of Hyannis and minimize the competitive role of surface parking in the downtown real estate market. As a primary provider of parking, the Town is looking to effectively utilize land dedicated to surface parking by promoting better management and ultimately increasing capacity to meet long-term demand. The Town also seeks to promote collaboration amongst private sector entities and to build alliances with primary parking demand generators to produce and implement multi-faceted strategies to fulfill the parking needs of the diverse and dynamic downtown community. Current private sector parking management strategies in and around Hyannis Harbor are varied, quite competitive and include remote valet parking and inappropriate use of single family homes for short-term parking.

The Town asked the Panel to address a range of issues related to the availability and management of parking in downtown Hyannis, including:

Parking Management Strategies: Management of existing on- and off-street parking resources.

- How can existing parking resources be more effectively coordinated? Existing parking data indicates that at times of peak parking demand peak, some Main Street lots are at full capacity, while others remain underutilized. Many private parking lots remain empty during off-peak business hours and on weekends.
- Are there parking management trends and technologies that could be applied downtown? Strategies should be judged based

on their ability to contribute to reduced traffic and parking congestion, create predictable parking options for first-time and repeat visitors, and respond to the needs of the downtown business community.

- What opportunities for improved wayfinding, either through physical and promotional strategies, would improve the visitor experience, especially for those unfamiliar with the Hyannis area?
- Are there opportunities for promotional strategies to advertise downtown as a walkable destination to encourage access by alternative modes of transportation or discourage multiple trips within the commercial center?

Infrastructure Planning and Design: Design-oriented strategies for meeting future parking demand that are consistent with the established goal of promoting pedestrian-oriented development.

- Identify strategies for addressing future parking demand without compromising a commitment to pedestrian-oriented urban design. The objective is to integrate parking into the historic urban fabric of downtown and the harbor. Parking should be not be treated as primary land use, but an accessory component of the larger downtown and harbor area.
- Potential strategies should be responsive to demands for parking produced by both seasonal visitors and year-round residents. Major parking demand generators including the ferries should be considered.
- Opportunities should be judged by their ability to support additional development potential downtown, including year-round residential development and redevelopment of underutilized parcels at gateway locations and the harbor.

Implementation Strategies: to accompany management and planning recommendations.

- Recommendations to implement the strategies proffered by the Panel.
- Recommendations may include potential funding sources, public/private partnership opportunities or other solutions developed.

3. Observations and Findings

Identity

Hyannis clearly has great bones. The village is rich in historic, cultural, and civic resources (for example, the Kennedy Museum, Maritime Museum, Melody Tent, Mid-Cape Farmers Market, FOOD District, beaches within walking distance of downtown), but these attractions are not as well known to visitors as they could be. A concerted effort should be made to establish the identity of Hyannis as a destination in its own right, lest it become known merely as a parking place for the ferries to somewhere else – a place, in the words of Gertrude Stein, with “no there there.”

What does Hyannis’ identity have to do with the parking situation? The components of that identity will shape the future urban form of its downtown, and making the most of the village’s many resources will enable the generation of more economic activity that over time will encourage new infill development and perhaps increase vehicular demand to a level that supports structured parking year-round. The Panel felt strongly that promoting the village is just as important for Hyannis’ long-term vitality as managing the parking.

In this regard, the Panel strongly recommends that the Town consider reverting Main Street to its historic two-way circulation pattern. That way, all visitors to Hyannis from both east and west will clearly know they’ve entered downtown. At present, driving in from the west, one hardly knows Main Street is but a block away before arriving at the ferry lots and embarking for Nantucket or Martha’s Vineyard.

The Panel feels the two-way Main Street would be the single most important way that the retail environment can be more strongly tied to potential demand from the tourist economy.

The Panel is certainly mindful that this proposal has been hotly debated over the course of time, and the one-way pairing was established to alleviate traffic bottlenecks that in summer months backed up for quite a distance. But the Panel also understands that improvements are under study for Route 28, and suggests that solutions to the back-ups be part of such studies in the context of a two-way Main Street.

Other towns on the Cape with two-way Main Streets (Falmouth and Chatham, for example) have a stronger image than does Hyannis, and



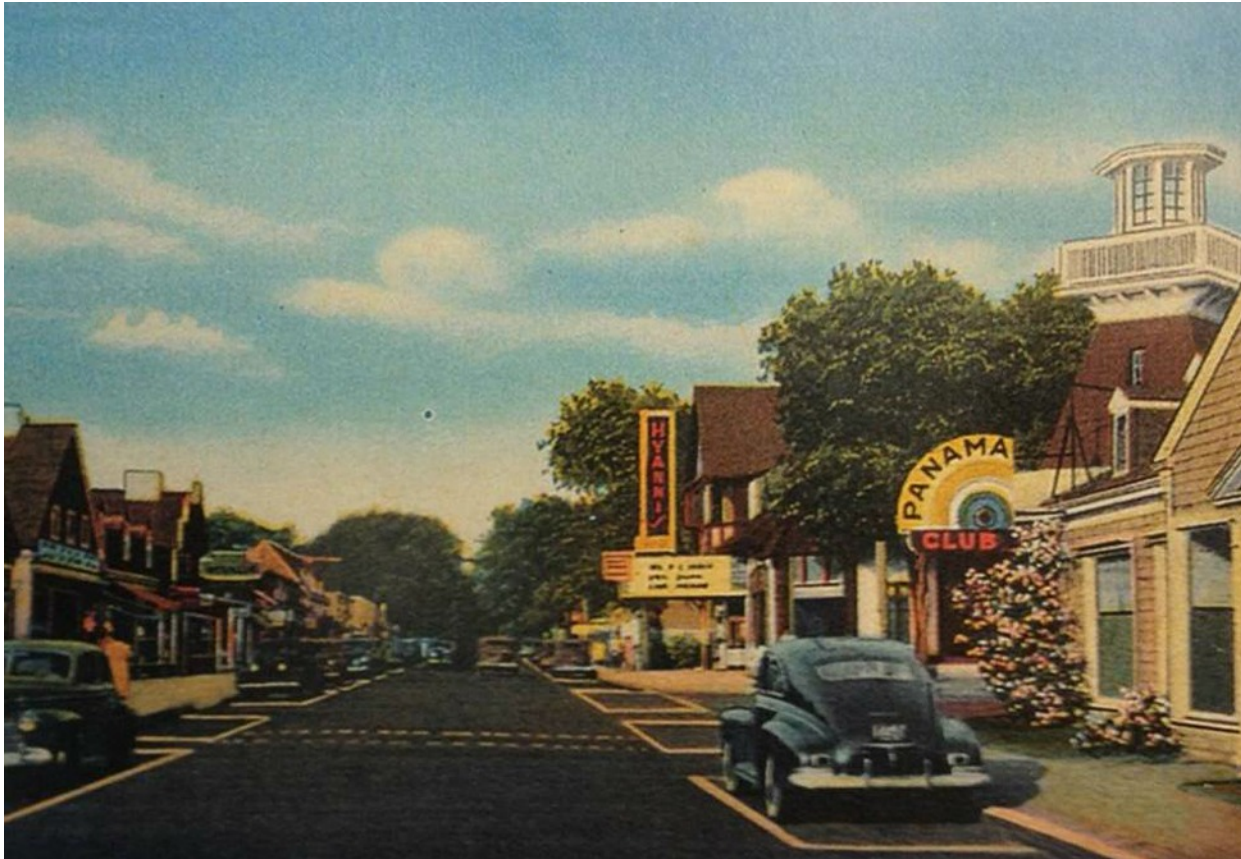
traffic there functions tolerably well, even in the summer. Moreover, traffic calming attendant with two-way rather than one-way circulation will benefit the pedestrian experience and ultimately the retail shops too, as it is pedestrians who shop and not passing automobiles.

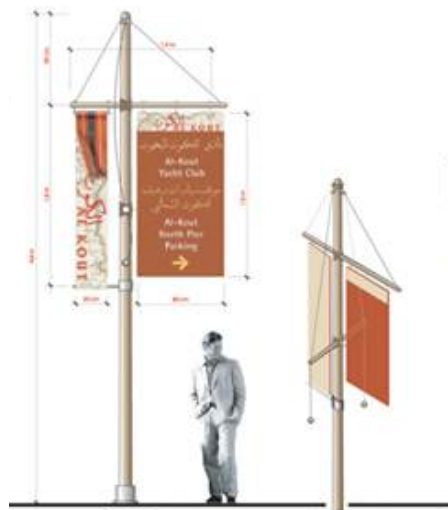
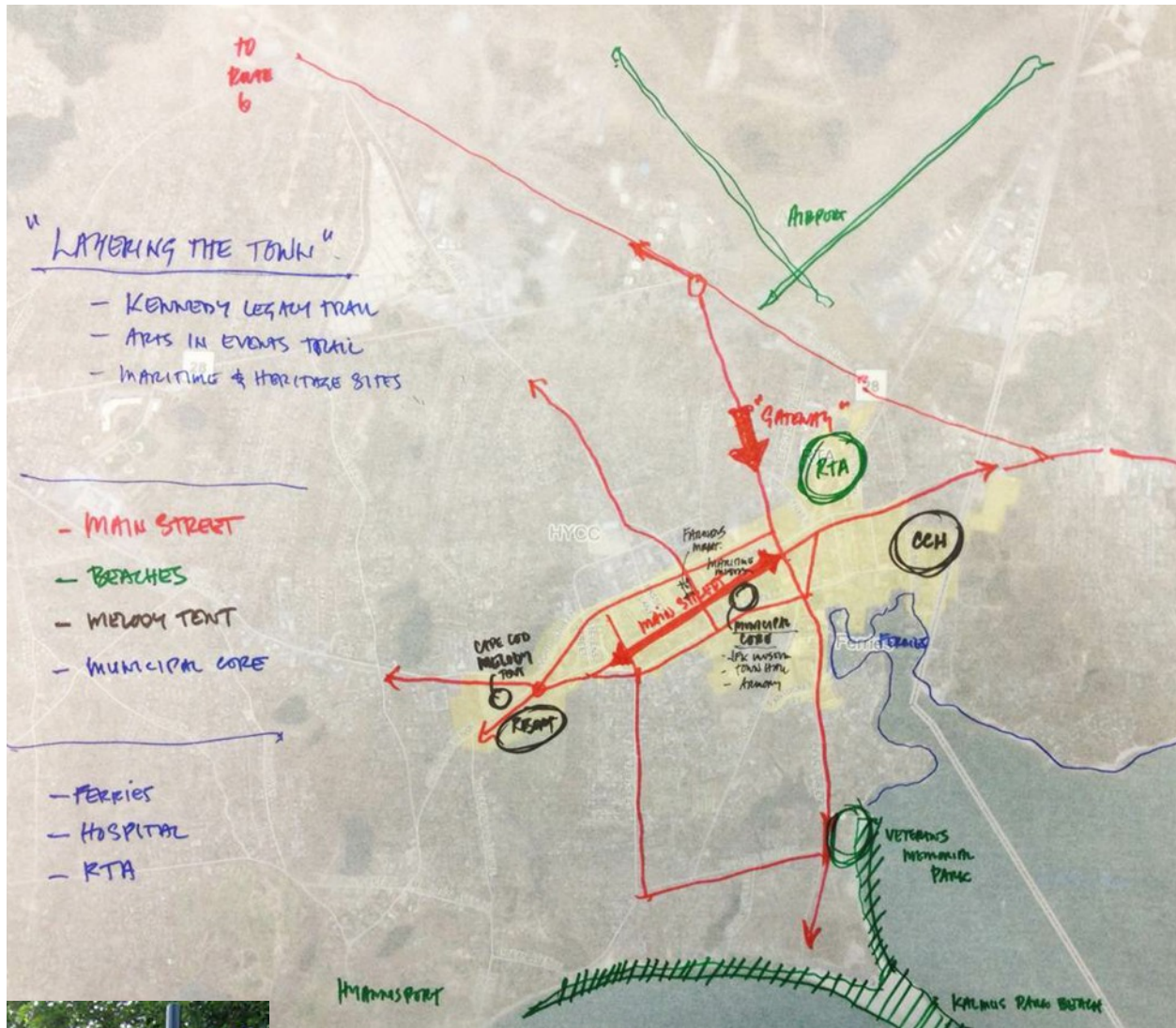
Supported by a program of parking management incentives that direct drivers effectively to off-street parking locations, the Panel believes that the potential for traffic congestion resulting from two-way circulation can be mitigated.

A two-way Main Street harkens back to the evocative images of picture postcards of Hyannis, much in the minds of many of the stakeholders interviewed by the Panel. It is the single most important move that can be made in harnessing the future economic growth and development of Hyannis to the vitality of its bygone days, still so vivid to these stakeholders.

Effective signage and wayfinding systems are an essential part of drawing people into Hyannis, then, once they are there, of getting them where they want to go. There should be signs at highway rest stops and service stations directing travelers into Hyannis; then there should be information clearly directing visitors to their destinations and the location of the appropriate type of parking they need: short-term for Main Street shoppers and diners, medium-term for day trippers, or long-term for ferry travelers. Effort could be made to establish a visual “gateway” at the intersection of Barnstable Road and Main Street that communicates a sense of arrival.

The existing directional signposts, although attractive, become lost among the streetscape clutter of Main Street. Their pedestrian scale is appropriate for sidewalks, but needs to be supplemented by larger signage that is visible to drivers.





Attractively designed and effectively placed wayfinding banners and kiosks can help establish a strong identity for Hyannis.

Hyannis can draw inspiration from other New England towns of various scales that have successfully integrated parking into their historic downtowns:



- **Concord, Massachusetts** is similar to Hyannis in the pedestrian scale of its historic vernacular architecture. Its public parking, all in surface lots, incorporates a series of pedestrian mews that connect the lots to Main Street through beautifully designed alleyways with paving, landscaping, and shops that wrap the corner.



- **Mashpee Commons**, although it is new construction based on historic village models, features wrapped corner storefronts that make the connections from the main street to the parking areas a much more pleasant pedestrian experience.



- **Portsmouth, New Hampshire**, with a similar historic core and pedestrian scale, has an almost imperceptible parking garage tucked unobtrusively into its downtown, with no negative impact on the streetscape quality.



- After years of trying to satisfy increasing demand with only surface parking, **Freeport, Maine** recently created a parking “plinth,” reclaiming the ground plain with shops all around and moving layers of parking underground.

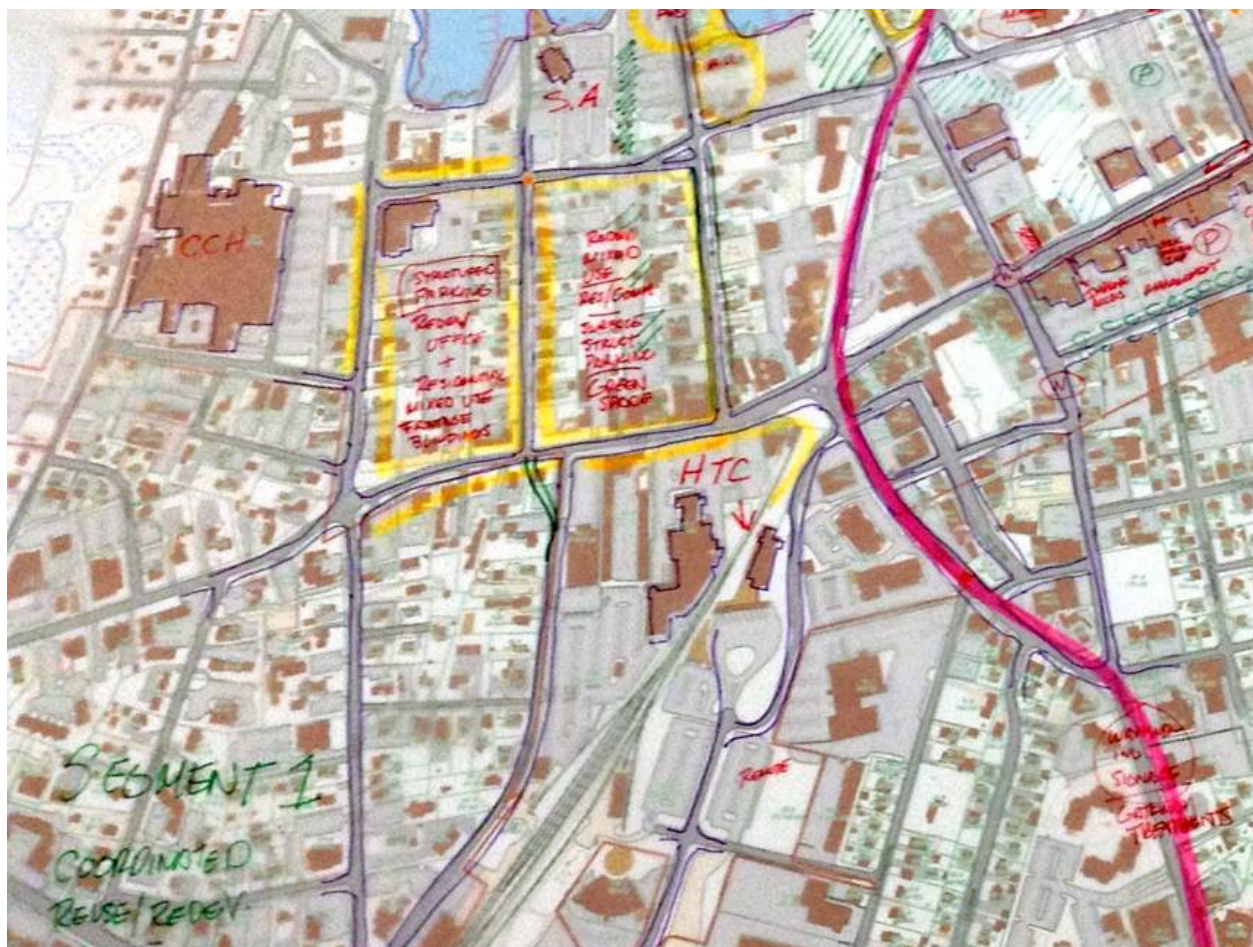
Parking and Circulation

Once Hyannis has strengthened its identity as a destination in its own right, and is successfully getting more people to spend time here, there needs to be a cohesive program in place that enhances the perception of the downtown as a place that is easy to get into and out of; a place where people can park and walk to stores without stress or aggravation. The problem is not exclusive to Hyannis—many small downtowns have grappled with the effective organization and management of parking, but here it is exacerbated by the seasonal spike in traffic. Although the long-term solution is likely to be structured parking, for which there may not yet be adequate year-round demand, the Panel felt the shorter-term needs can be satisfied by establishing a stronger parking management plan.

Hyannis' Main Street is over a mile long, considerably longer than similar thoroughfares in many other towns. One challenge is how to keep it vital over that long distance. The Panel found different issues at play in different parts of the study area; so, for the purposes of this evaluation, the Panel decided to break the area into two segments.

A. East Segment

The East Segment includes the major traffic generators and parking users: Cape Cod Hospital, Steamship Authority, Hy-Line, and Hyannis Transportation Center, along with other waterfront users and East Main Street properties. All of these large entities are thriving and growing, generating increasing demand for parking, although there is disinvestment in the neighborhoods that lie between them.



East Segment Diagram, showing potential location of future structured parking.

This area (encompassing the blocks between Main Street, South Street, Lewis Bay Road, and Pleasant Street) offers the highest potential for centralized shared structured parking. It is an easy walk to the hospital, the docks, and the transportation center. A garage in this location would over time free up valuable waterfront property for more productive redevelopment as mixed-use, office, commercial, and/or residential projects, bringing connectivity and new vitality along the waterfront and reversing neighborhood disinvestment.

Market-rate housing in this segment could be attractive for hospital staff and other people who want to live downtown, and would build up a customer base of year-round residents to support downtown area businesses. In the off-season, the garage could possibly provide storage facilities for island residents/businesses.

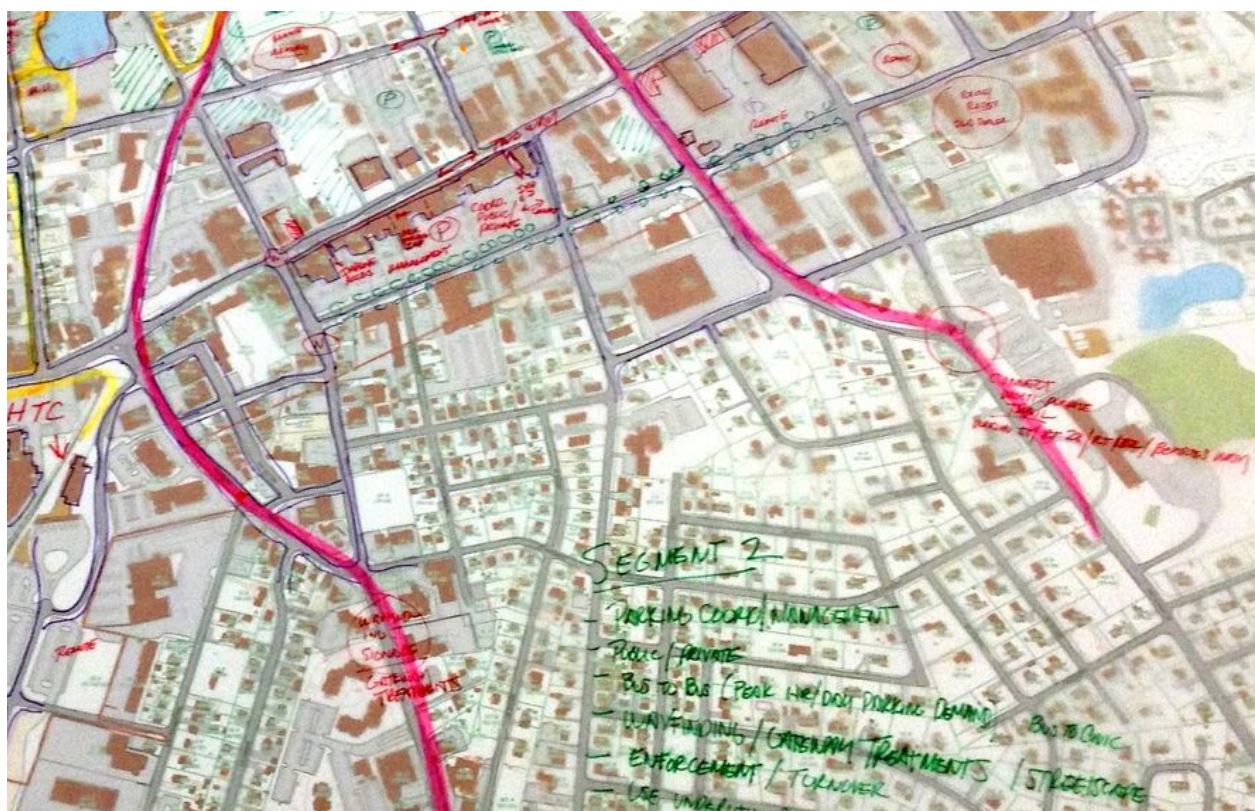
B. Middle/West Segment

The second segment includes the core business district along Main Street, where visitors' first impressions of Hyannis occur. Expanding the available parking here is not really feasible, but there are opportunities to better organize and coordinate the ample existing parking, transforming what is now passive cooperation into more active management.

Parking Coordination

- **Public/private coordination of North Street lots**

The North Street lots, with mixed public and private ownership, provide an opportunity for rethinking circulation, streetscape improvements, and access points/connectivity to Main Street. Directional signage needs to be improved; currently, it is unclear to drivers on Main Street where to go to park. Visitors driving into downtown need to know that the best opportunity to park is to take a right onto Sea Street Extension and follow it to the lots on North Street.



Middle/West Segment Diagram, showing areas along Main Street for improved parking coordination and management.

- ***Better defining short-term and long-term parking locations***

Identify appropriate and more remote locations for designated long-term customer, resident, and employee parking. It is important to continue enforcing parking limits for Main Street parking to keep those desirable on-street spaces turning over. Some businesses already do a good job of requiring employees to park in remote sections of lots, but more should be encouraged to do so. Better use can be made of remote, vacant, and underutilized lots for employee and other long-term parking users.

- ***Shared parking agreements***

Define who the users are (office, retail, restaurant, institutional) block-by-block and coordinate peak hour demands. Explore business-to-business cooperation among adjacent neighbors – for example, could a bank share onsite parking with a dinner restaurant in the same block? Could a church allow weekday shopper parking?

- ***Valet parking***

A shared valet parking system, operated and managed by the BID rather than by individual owners, could make use of remote off-peak parking lots. Valet stations could be strategically located block-by-block to serve the entire district rather than individual businesses.



Parking and Intermodal Enhancement

- ***Wayfinding system and gateway treatments***

It is important for travelers to know where



they are going without having to penetrate any further into the central business district than they must. The existing wayfinding signs get lost in sidewalk clutter. A high-quality system of tasteful banners attached to frames on light poles, (see example from Amherst, Massachusetts, at left)

rather than at street level, would be more visible from cars.

- ***Outlying signage***

It is also important for signage to happen beyond the immediate downtown area; for example, signage at the Route 6 interchange and/or at rest stops and service stations would enable visitors to get familiar with the lay of the land and understand their parking options before arriving, leaving them with a more positive overall impression of Hyannis.

- ***Side street parking***

Expand on-street parking on side streets where possible.

- ***Main Street two-way traffic***

Reconsider Main Street/South Street conversion back to two-way traffic. The positive economic results that can come from re-establishing two-way traffic in a small downtown are well documented. The Town should re-consider the study conducted by the Hyannis Main Street BID in 2000 and evaluate other case studies of municipalities that have converted back to two-way flow with positive results.

- ***Multi-purpose trail***

Finish the connection of the multi-purpose trail between Main Street, Bearses Way, Route 28, and Route 132 to tie in the neighborhoods north of Main Street and encourage more bicycle connections to

- ***Strategic parking placement and infill development***

Consider incentives for infill development on vacant lots along Main Street to improve the pedestrian environment. Fill in the “missing teeth” in the 500 block of Main Street with mixed-use development, with frontages meeting the sidewalk and parking behind.

- ***Evaluate parking time limits***

On- and off-street public parking time limits should be based on proximity to the core business area along Main Street. Shorter time limited (such as 30 minutes to 2 hours) should apply to on-street parking spaces where high customer turnover is desirable and beneficial to nearby businesses. On-street parking on side streets and off-street parking lots should be timed for longer periods and geared for local workers and customers that are planning on staying in the village center for an extended period of time. Any parking time limits program has to be coupled with consistent enforcement to ensure proper turnover of spaces and with an effective directional sign program that allows customers to easily find short- and long-term parking throughout the village center.

- ***Consider parking meters in core area of Main Street***

Installing meters along Main Street in the core area would improve short-term parking turnover, reduced long-term employee in most valuable spaces, reduce manual enforcement needs on Main Street and provide revenue that could be reinvested in improved downtown parking. A cost-effective alternative to individual meters would be parking meter stations, which provide a series of centralized locations covering segments of on-street public parking areas where fees would be paid.

- ***Improve public and private parking lot connectivity***

On-site observations indicate that private parking efficiency could be improved in several places in the downtown Hyannis. The

Town should consider incentives for private property owners to coordinate and provide internal connection where possible which could result in the creation of additional parking spaces, improved circulation and reduction in curb-cuts.

- ***Establish a parking sticker permit program***

A sticker permit program could be instituted for downtown residents and employees to encourage them to park in more remote locations away from the core area along Main Street where customer parking is critical to business success. Permits could be issued for selected remote lots along South Street, the north side of North Street, or at the Hyannis Transportation Center. Town employees should also have parking stickers and be required to park in remote lots during the peak summer season.

- ***Evaluate the parking bylaw***

Review the parking regulations for downtown to ensure that required parking spaces is appropriate and allows for a variety of reduction methods such as shared parking and access, existing and new on-street parking offsets, remote parking agreements for employees and residents, valet parking, and contributions to in-lieu parking funds for enhanced public parking system.

C. Parking Management (Both Segments)

Parking needs to be recognized as a utility, like water or electricity. Automobiles are the predominant way people come to Hyannis; they are the lifeblood that makes the downtown work. Ample parking is available, but much of it is under-utilized; and many downtown uses are space intensive. Improvements to the utilization, coordination, and management of existing parking will result in a better experience for residents and visitors alike. The intention would be to develop and implement a plan that, by helping to create a better overall visitor experience, is understood by the community as increasing value for both large and small area businesses.

- **Public/Private Partnerships**

There is an eclectic mix of users and providers in downtown Hyannis. In this context, the municipality is only one of multiple players, and not necessarily the dominant one—they own some lots, they have some control, but there are many other creators and users of demands. So a public/private partnership for management has a better chance of succeeding than one developed solely by the municipality. The Cape Cod RTA's existing multi-modal working group has already demonstrated good success; that model could be built upon to address parking-related issues.

- **Parking Management Agreement**

Create a parking framework that local owners and businesses can sign on to. Begin the process by building a coalition of willing supporters who will encourage voluntary participation by area businesses and institutions; if that doesn't work, participation could be made a requirement of contract zoning. The scope of the situation does not yet require the establishment of a full-blown municipal parking authority; at this point, a parking management agreement would best be administered by the Hyannis BID. The BID could take responsibility off parking lot owners to operate lots and contract for maintenance (coordinated plowing, for example); other functions could include monitoring demand and utilization, maintaining relationships with enforcement agencies, and advocating for signage.

4. Implementation

The evaluation of these kinds of situations typically generate a wish list of desirable solutions, but there is seldom a single source of funding large enough to pay for it all. The Panel recommends pursuing a “three-legged stool” approach, taking full advantage of all available local, state, and private sector/institutional resources.

Potential Local Contributions

- ***District Improvement Finance (DIF) Program***
If Hyannis decides to restore Main Street to two-way traffic, or to pursue structured parking, it may be possible to raise funds through the DIF program. For example, the Town draws a line around a study area, and can then capture the growth in property taxes within that district resulting from new businesses that spring up because additional parking has been provided. Another possibility would be if a more remote lot was redeveloped into a building, the Town could capture the property tax growth and apply it toward infrastructure improvement costs.

Potential State Contributions

- ***Predevelopment Loan***
Predevelopment loans front money to a community to investigate sites and do initial planning and legal work. The money gets repaid only if there is an eventual land transaction.

- ***Planning Assistance***
The state commits staff time to consult with the community on an as-needed pro-bono basis.
- ***Brownfields Programs***
Funds may be available under a variety of different state programs if a site under consideration needs environmental remediation.
- ***MassWorks Program***
Massworks has helped fund parking garages in the state over the last few years, typically covering 10-15% of the overall cost of a garage, if it can be demonstrated that the garage will have a direct positive economic development impact (housing or job creation).
- ***I-Cubed Program***
The Infrastructure Incentive Initiative funds large infrastructure projects associated with private development projects; for example, a large hotel project that demonstrated the creation of new jobs. The program is like DIF, except it allows the segregation of incremental growth. A single mega-project or several medium-sized projects taken together might qualify.
- ***Steamship Authority***
The Steamship Authority is a quasi-public state agency. It might be possible to partner with them for the long-term leasing of a number of spaces in a prospective garage that would facilitate financing of the garage.

Potential Private/Institutional Contributions

- ***Long-term contracts to lease garage spaces***
Cape Cod Hospital or other large downtown user might be interested in leasing garage spaces.
- ***Land swaps and other public-private agreements***
Possible “win-win” land swaps between downtown entities.
- ***PILOTs (Payments in Lieu of Taxes)***
Another funding source may be payments made voluntarily by tax-exempt nonprofits as a substitute for property taxes.

Potential Federal Contributions

An additional leg of the “stool” might be federal involvement. For example, the US Economic Development Administration may match state grants; and other federal opportunities may be available.

5. Summary of Recommendations

As the Town of Barnstable pursues long-term parking solutions for the Hyannis downtown, it should always be kept in mind that parking is a utility; its value is in support of other activities, not in and of itself. The overall goal in solving Hyannis' parking situation is to increase economic activity and enhance the amenities in the downtown district.

Short-Term Menu

- Restore Main and South Streets to two-way circulation
- Develop comprehensive wayfinding signage improvements and create gateways
- Promote cultural and civic resources
- Enforce parking regulations
- Create pedestrian connections from North Street lots to Main Street
- Coordinate multi-modal use and parking demand
- Establish connections to harbor/beaches and activity generators

Hyannis' identity ought not to be merely as the parking place for ferry passengers. It is important to accentuate the positives of the village's historical and cultural amenities, and to de-emphasize the visual impact of oceans of parking.

At present, the one-way traffic pattern of Main and South Streets is auto-centric, focused on the efficient movement of cars through the Town. The Panel strongly encourages the Town to consider restoring the two-way traffic pattern. Such a change would get people out of their cars and onto the sidewalks as pedestrians, enriching the vitality of the downtown area and benefitting its retail and dining establishments. It will make a huge difference in how visitors experience the Town, and it can be accomplished now; it can effectively "prime the pump" by creating an area

that is attractive for private development investment.

Long-Term Vision

- Develop shared parking garage
- Build workforce housing near and off Main Street and transportation nodes
- Promote mixed-use infill along Main Street
- Change zoning to prohibit parking lots as principal use

Jump-starting economic activity in the downtown, through identity enhancement, better parking management, and traffic circulation changes, will create a platform for the longer-term improvements to take place.

Prohibiting parking lots as a principal use should be seriously considered. Although zoning changes may seem like a short-term solution, changing a town's zoning has long-term implications. It is important to make sure the zoning ordinance, the Growth Improvement Zone, and the overlay districts all contribute to the intended consequence of making the desired land uses actually happen.

The likeliest long-term solution is structured parking, concentrated in one place and benefitting all the business interests, both waterfront and downtown, both seasonal and year-round.

The long-term vision only emerges after the shorter-term issues are addressed. Sufficient demand doesn't currently exist for structured parking or for the kinds of development that might be possible in the longer term. But addressing the short-term issues now will ultimately lead to the creation of an environment that makes structured parking and new development feasible.