

STAFF SUMMARY

Date: June 13, 2019

File # GM-723



TO:		FOR:		FROM:
	General Manager	X	Vote	Dept.: General Manager
				Author: Robert B. Davis
X	Board Members		Information	Subject: Request for Authorization to Develop a Revised Woods Hole Terminal Building Design

PURPOSE:

To obtain authorization from the Members to direct BIA.studio, the SSA's architects for the Woods Hole terminal reconstruction project, to undertake revised schematic design phase services for the new Woods Hole terminal building in response to the public comments the SSA has received regarding the three current alternative concept designs for the building that were presented to the Woods Hole and Martha's Vineyard communities in March and April 2019, as follows:

1. The building's design should be developed to relate to the character, look and feel of Woods Hole as much as possible within the SSA's requirements and, before commencing work to revise the building's design, the architects should hold another public meeting to receive and discuss input and suggestions from the public regarding the design.
2. Subject to the SSA's requirements, the building should have a low roofline to reduce its height and, in order to reduce its overall mass, an even lower roofline over the one-story portion(s) of the building in which its waiting room is located.
3. The building must be able to accommodate all of the SSA's program space requirements as most recently revised by the staff.
4. The building shall be located within the footprint for the building and plaza as shown on the current proposed site plan for the project, and its first-floor elevation and number of stories shall not exceed those set forth in that site plan. The architects should also shift the location of the building northward within that footprint by at least ten (10) feet to provide more of the view of Woods Hole Passage to the south of the building, as viewed from the Crane Street bridge and the Woods Hole Road/Water Street intersection, provided that this shift of the building does not require any additional or amended permits, licenses or other approvals for the project that would delay the project's current construction schedule.
5. The building must be designed to be dry floodproofed to an elevation of at least 17 feet NAVD88, as originally recommended by the Massachusetts Office of Coastal Zone Management in 2014 and described on pages 2-4 of the SSA's supplemental MEPA submission for this project, dated October 2, 2015, under the title "The Intersection of Climate Change and Accessibility."

6. Both the building and the terminal site should incorporate principles of sustainable design and environmental conservation as are practicable and economically feasible.
7. The building must comply with all existing and applicable codes, standards, regulations, permits, licenses and other approvals for the project.

BACKGROUND:

In October 2018, the SSA's staff and architects gave presentations to the Falmouth and Martha's Vineyard communities on a proposed schematic design of the Woods Hole terminal building. At the presentations, we invited members of the public to submit written comments to us about the building and, over the following month, a number of people provided us their comments by email. In addition, an online petition was started objecting to the building's proposed design. After the presentation, we also agreed to meet with representatives of the Woods Hole Community Association (WHCA) about the building. Then, on October 15, 2018, State Senator Vinny DeMacedo and State Representative Dylan Fernandes asked us to consult with the Woods Hole Business Association (WHBA) and the Falmouth Historical Commission, as well as with the WHCA, and to work with them to come up with a design of a new terminal building that meets the SSA's needs while respecting Woods Hole's unique character and the wishes of its residents.

On October 31, 2018, we met with representatives of both the WHCA and the WHBA about the building's design. The WHBA had written us a letter, dated October 18, 2018, saying that they admired the design but also asking that we reduce the building's size by eliminating the food concession area that was proposed to be located inside the building. At the meeting, we agreed to eliminate the food concession area and to have instead only vending machines for our customers located in a smaller area within the building.

Unfortunately, the concerns of the WHCA's representatives were not so easily addressed. For example, during the meeting, we observed that, as a practical matter, the location of the building cannot be changed and explained why each of the building rooms and areas was included in the design. We also noted that changing the proposed two-story building so that it has only one story would block more of the water view, as the building would then have to be longer and the height of even a one-story building would still block the view of the water from Crane Street bridge and Woods Hole Road. However, we assured the WHCA representatives that we were open to discussing potential revisions to the design of the building within its current footprint.

At our second meeting with the WHCA representatives on November 29, 2018, we informed them that our architects had been able to lower the building's overall height by five feet by making the building's dormers larger and extending the elevator above the roof, but that the lower building profile would still block a view of the water from the Crane Street bridge and the Woods Hole Road/Water Street intersection. When the WHCA representatives suggested that a one-story building would not block the water view from those locations, we agreed to conduct a visual line-of-sight exercise from the bridge to show the visual cutoff lines. On December 6, 2018, we conducted the exercise, which consisted of having SSA employees raise the bucket of a man lift (or Genie Boom) at specified elevations and locations on the site of the Woods Hole terminal where the new terminal building is to be located. Our architects then stationed a camera on a tripod

at five feet above the Crane Street bridge sidewalk and photographed the view of each bucket position to determine how much of the water view was blocked. They did the same test for a number of other locations along Woods Hole Road, as well as from Pie in the Sky, and issued their “View Shadow Study” the following week. In summary, the experiment confirmed that, looking from five feet above the sidewalk at the Crane Street bridge, the view of the entire watershed across Great Harbor to Devils Foot Island will be obstructed by any building whose roofline is at an elevation of 27 feet above sea level, which is the height of a simple, non-long span, one-story building with a flat roof at the required grade of 13 feet NAVD88.

Having confirmed that even a one-story building would block the view of the water from the Crane Street bridge, we focused on addressing the community’s concerns about the architectural style of the building. As shown by our “bucket truck” experiment, our architects’ use of a “salt box” design resulted in the building being substantially lower than a building with a traditional gable roof, but the public comments we received indicated that the community might prefer to have the building reflect one or more other well-liked buildings in Woods Hole regardless of its height. Therefore, at our next meeting with the WHCA representatives on December 28, 2018, it was suggested that we consider an alternative design for the building so that it had a three-story portion with a gable roof similar to the Woods Hole Community Hall, and also one or more ells similar to the ell that was added to Sam Cahoon’s Fish Market, which previously occupied a portion of the site.

On February 7, 2019, we provided the WHCA representatives with our initial version of the “Three-Story Crossing Gable Roof” design option (with a gable roof similar to the Woods Hole Community Hall and ells on both sides of the building’s three-story center) as well as a revised “Two-Story Saltbox Roof” design option and a “Two-Story Gable Roof” design option. Each design option had a different impact upon the view from the Crane Street bridge and Woods Hole Road:

- The low-sloped roof of the Reduced Two-Story Saltbox Roof design option resulted in the elevation of the top of the entire building’s roofline being 40.5 feet.
- Although the 42-foot elevation of the top of the roofline of Two-Story Gable Roof design option was higher than the Two-Story Saltbox design option, the elevation of the top of the roofline over the waiting lobby (which accounted for around 40% of the building’s length) was able to be lowered to an elevation of 33.5 feet.
- In the Three-Story Crossing Gable Roof design option, the top of the roofline of the gable roof over a portion of the building (which accounted for less than 30% of the building’s length) was at an elevation of 58.4 feet, while the top of the roofline of the remaining ell portions of the building were at an elevation of 42.4 feet.

We also revised our previous program requirements for the building so that our architects could shorten the building’s length by ten feet, from 123 feet to 113 feet, resulting in an additional 10-foot wide walkway area and view to the building’s south side. They did so principally by eliminating two restrooms and relocating the first floor employees’ restrooms and locker room to the second floor. All of the remaining rooms and areas on the first floor are public or customer service areas that need to be located there, and the square footage of each of those areas is now as minimal as we believe they can be while still being adequate for the purposes they serve. As a

result, the total net square footage area of the building is now less than what was presented to the community during the feasibility study phase of this project in November 2013 and June 2014 (with respect to those rooms/functions that were presented).

In March and April 2019, we presented these three revised design options to the Falmouth and Martha's Vineyard communities, and again asked the public for their written feedback on them by April 12, 2019. On April 2, 2019, we also presented the design options to the Falmouth Historical Commission. At that presentation, the Commission asked many questions about the building's design details and massing and noted that tying architectural elements of other Woods Hole building's into the design – including fenestration, the use of stone, and spaces for viewing the water from both inside and outside the building – would help make the site a part of the village. Four of the Commission's members stated that they preferred the Two-Story Gable Roof design option, while one member stated that [s]he preferred the Two-Story Saltbox.

By mid-April 2019, we also received written comments about the three design options from 100 individuals, most of whom were Woods Hole residents. We discuss those comments below.

I. Comments about the Three Design Options.

Most (78%) of the 100 people who submitted comments were opposed to all three of the SSA's most recent design options, and the most common reason for their opposition was that none of the design options reflected what they consider to be the character, look or feel of Woods Hole (46 people). A number of those people also opposed all three design options because the building would obstruct views (41 people) or would be too big (40 people) or would be too tall (24 people). Ten of those people also stated that the building should be only one story, and one person (an architect) found all three options to be inferior to the design that had been presented in October 2018.

Of those who did express a preference for one of the design options, nine people preferred the Two-Story Gable Roof design (and several of them stated that they preferred that option because its varying roof lines reduced the building's mass); three people asked for the smallest terminal design possible; two people preferred the Reduced Two-Story Saltbox design; and one person preferred the Three-Story Crossing Gable Roof design.

The staff recommends that our architects make one more attempt to arrive at a design that relates more to what the Woods Hole community believes is the character, look and feel of Woods Hole, while also attempting to keep the building's roofline low so that it does not obstruct any more of the view over the water than necessary to meet the SSA's requirements as set forth in this project's feasibility study and its MEPA submissions, and consistent with the various permits, licenses and approvals the SSA has received for this project. Towards that end, the staff also recommends that, before commencing these revised schematic design phase services for the building, the architects hold another public meeting to receive and discuss input and suggestions from the public regarding the building's design. In this regard, many people who submitted comments about the three current design options already have offered a number of suggestions, as follows:

A. Request that the building be shingled and/or have clapboard.

Several people (13) have requested that the building be shingled (cedar shakes) or have clapboard (at least as much as possible). But our architects have informed us that they are limited in their use of exterior shingles and/or clapboard. Because of the need for the building to be dry-floodproofed up to an elevation of at least 17 feet NAVD88, the building's envelope construction requires specific material considerations and details that exceed the performance of commonly used residential materials and construction techniques. Further, the stone façade and other materials they have proposed for that envelope, which they have selected for their long-term durability, aesthetics, and weathering in the harsh marine environment, would be similar to stone and other materials that have been utilized on neighboring commercial buildings in Woods Hole. The proposed stone façade also received favorable support from the Falmouth Historical Commission during the SSA's presentation of the three current design options on April 2, 2019. At their public meetings, the architects should discuss whether any alternatives are available and what those alternatives might be in order for the building to be shingled or have clapboard as much as possible.

B. Request that the building be more "green" and have solar panels.

Five people requested that the building be more "green," that it have solar panels, or even that it be a "net zero" building. Unfortunately, the orientation of the roofs of both the Reduced Two-Story Saltbox Roof design option and the Two-Story Gable Roof design option are not suitable for solar roof panels (photovoltaic cells). But the architects should see whether the building's roofline can be modified to allow for the installation and use of solar panels consistent with the SSA's requirements as set forth in the project's feasibility study and MEPA submissions.¹

It also should be noted that, regardless of what building design is ultimately selected, the architects' plans include incorporating a number of sustainable elements into the building. For example, all windows will utilize high-performance glass that is engineered and tested for energy efficiency. Following sustainable design tenets, the building will maximize energy efficiency while also providing suitable daylighting and views to interior spaces. Due to code requirements for a commercial building of this use type, all window and door systems and assemblies will also be rated to withstand hurricane wind loads and certified to meet or exceed wind-borne debris protection ratings for large-missile impacts. The design will also include, among other things:

- High-efficiency HVAC system that will be optimized to provide occupant comfort during all seasons.

¹ The SSA is also actively evaluating the feasibility of installing solar panels on top of the bus drop-off and pick-up shelters that will be located to the east of the terminal building, as well as installing solar-powered outdoor lighting fixtures.

- All areas of the building that have windows will have radiant floor heating, which is highly efficient and offers superior occupant comfort, in addition to the forced-air system to ensure thermal comfort.
- High-performance envelope (thermally efficient, breathable, continuous air barrier, flood proof, resilient, low maintenance).
- High-performance glass and wood window wall/door assemblies (daylighting, views, thermal performance).
- Maximized passive sustainability (shading and shelter from prevailing wind and solar heat gain).
- Rainwater collection system.
- High-efficiency plumbing fixtures.
- High-efficiency LED light fixtures, occupancy sensors.
- Low VOC interior finishes, indoor air quality with high-performance filtration system.
- Resilient design – all systems elevated about flood plain, all fixtures and outlets raised above flood elevation, resilient materials, backup energy plant, deployable flood barriers.
- Air curtains located at exterior doors are more energy efficient and functional than vestibules for high-volume circulation spaces; wind screens shield doors from prevailing winds.
- Regionally sourced materials.

C. Request that the building better reflect the surrounding community.

A number of people requested generally that the building better reflect the surrounding Woods Hole community, while several people made specific suggestions about how the building’s design could be revised to meet that goal and/or make it more appealing. Those suggestions included the following:

- Look to the SSA’s other terminals for examples of how the building can fit into its surroundings. (4 people).²
- The building should have an historical attachment to the site that reflects the surrounding community. Examples include a traditional saltbox, a hip roof (like the old train station),

² Our architects have informed us, however, that State Building Code requirements which have taken effect since the construction of the SSA’s other terminal buildings dictate specific material considerations and details that exceed the performance of the materials and construction techniques used in those previous terminal buildings. As a result, the proposed terminal building will meet flood zone and hurricane resistance standards that will hopefully enable the SSA to obtain a variance allowing it to keep the elevation of the building’s first floor at no higher than 13 feet.

and the Oak Bluffs terminal (barn-like high Victorian cupola/spire) (with illustrations). (3 people).³

- The building's materials should blend with the other buildings that are within sight. (2 people).
- The building needs more charm, character and personality. (2 people).
- The windows should have more panes in the smaller sections. (2 people).
- The solid pane of wall and windows on the east side of the building could be broken up to add interest to the building and lessen the mass. On that side, the SSA could also add an entrance, planters, and other details to make it more interesting.
- Request that the SSA use locally quarried stone (river/ocean rocks, granite).
- One third of the roof line could be reoriented to face south for the installation of solar panels and to break up the length of the roof ridge.
- The roof ends could slope gently away from the sides of the building (with an illustration).
- The roof over the waiting room could be flat and have a public deck on it.
- The extensions on the north and south sides of the building should be removed.
- The building should reflect the early colonial nature of Woods Hole, looking as if it has been here since the Pilgrims landed.
- Consider turning the public restrooms 90 degrees.
- Consider locating the two second-floor administrative offices on the east side of the first floor.
- Consider lining up the second-floor mechanical equipment along or under the building's ridge.
- The building should be a flat-roofed one-story building.

D. Request that the building be an amphibious structure or a house boat.

One member of the public wondered whether some of the flooding, grade, space and permit issues the SSA is facing in this project could be helped if the building were an amphibious structure, and observed that amphibious architecture is a growing concept for building in coastal flood-prone areas. Similarly, another member of the public suggested that the SSA house the ticket office in a house boat.

³ Our architects originally proposed a saltbox design for the building for the purpose of utilizing a traditional New England roof form that would make the building's roofline as low and unassuming as possible, in contrast to a building with a traditional gable roof whose roofline would be higher and more massive. As a commercial-sized building (50 feet wide), the roof form cannot follow typical gable with 12:12 or 10:12 slope without becoming excessively tall.

But while our architects acknowledge that there are examples of floating concrete container wharfs and that for centuries houses have been designed to float (such as Amsterdam canal house boats), they are not aware of any tested “amphibious” solutions for public buildings. They also envision that there would be many technical issues in designing an amphibious two-story public building, particularly since the logic of having the building move vertically with the water column would be challenged in this project by the SSA’s need to make the building accessible under the Americans with Disabilities Act and the Massachusetts Architectural Access Board regulations, as well as to comply with state and federal codes. Further, due to the dynamic movement of floating structures, the utility systems would also all need to be self-contained within the structure, just as they are on the SSA’s ferries, and it would be difficult to provide connections for those systems (particularly plumbing). In sum, our architects do not believe that it would be feasible to make the terminal building an amphibious structure, as it would not be compliant with numerous current and anticipated code requirements.

In addition, our architects have noted that access to a floating building would require a large scale, dynamic, accessible gangway system to account for the building’s total vertical displacement range, and there is not nearly enough land area around the terminal for such a conveyance. There is also no practical place for an amphibious terminal building. The building cannot be relocated to sit in the water at the terminal’s waterfront, as there is not enough waterfront space for both the building and the terminal’s three ferry slips. Similarly, in order to make the building amphibious at its currently proposed location or any other inland location, the SSA essentially would have to place the building in a dry-dock that presumably would be connected to the water by underground channels. And even then, the building would be in constant vertical motion, which would make it extremely difficult to maintain fully accessible routes to the building. Although accomplishing all of this may not be impossible, our architects have advised us that there are many practical considerations in designing and constructing an amphibious terminal building that would be difficult to overcome.

II. Requests for the SSA to Relocate the Building.

A number of people also requested that the building be located elsewhere on the site, either without specifying a location (6 people), or suggesting that it be located farther away from the water, such as at the back of the vehicle staging area where the temporary terminal building is now (9 people), or in the employees’ parking lot (6 people), or parallel to Railroad Avenue either close to Railroad Avenue or where the old train station was (3 people). Presumably all of these people have requested that the building be relocated in order to reduce the amount of the view of the water from the intersection of Woods Hole Road and Water Street (in front of the Woods Hole library) that will be blocked by the new terminal building.

Before responding to those suggestions, we feel that it is important to recount how the current proposed location for the building was determined, as it was chosen out of 26 possible options and was deemed the best compromise for all stakeholders involved. This determination was made with significant input from the Woods Hole Community Association and the Woods Hole Business Association, and received the community’s approval at a public meeting in the Woods Hole Community Center in June 2014. A chronology of the public process that took place,

as well as a number of the other alternative terminal building locations that were considered, follows:

A. The public process that resulted in the currently proposed site plan.

In November 2013, our architects presented us with three alternative design concepts for the reconstruction of the Woods Hole terminal. All three concepts were based upon the assumption that the SSA's administrative offices and maintenance shops would be removed off-site and that the then-extant building (and a portion of the pier on which it sat) would be demolished to allow for the reconstruction of the terminal's three ferry slips. The feasibility study's goal was to arrive at a preferred (and, ideally, a consensus) design concept for the reconstructed terminal that will improve accessibility to and from the ferries, improve pedestrian safety and respond to flood zone requirements. In addition, the reconstructed terminal will need to improve vehicular operations and improve the overall experience for our customers.

Concept A: **Concept A** was premised on maintaining all of the terminal's operations on one level with the terminal building located to the north of the site along Railroad Avenue. As a result, passengers inevitably would be required to cross vehicular traffic to board or disembark from the ferries, and the SSA would have to assign employees to manage the traffic and ensure safety. Concept A would also require vehicles to cut back through the site in order to drop off and pick up passengers, and the floor of the terminal building would have an elevation of 13 feet above sea level (approximately seven feet higher than the old building) due to the fact that the property is in a flood plain.

Concept B: **Concept B** would take advantage of the site's original topography to create a split level at the elevation where the hill previously had existed half-way back from the water. The terminal building would be located generally at the midway point of the property, and its first floor would have an elevation of 17 feet above sea level. Buses and vehicles would drop off and pick up passengers behind the terminal building and would leave by means of Railroad Avenue at a higher location. There would also be elevated pedestrian walkways from the terminal building to the ferry slips, assuring not only passengers' accessibility but also their safety because they would not have to cross any vehicular traffic. Finally, vehicles waiting to be loaded onto the ferries would have a more direct route to their staging area and would not have to make two 180-degree turns.

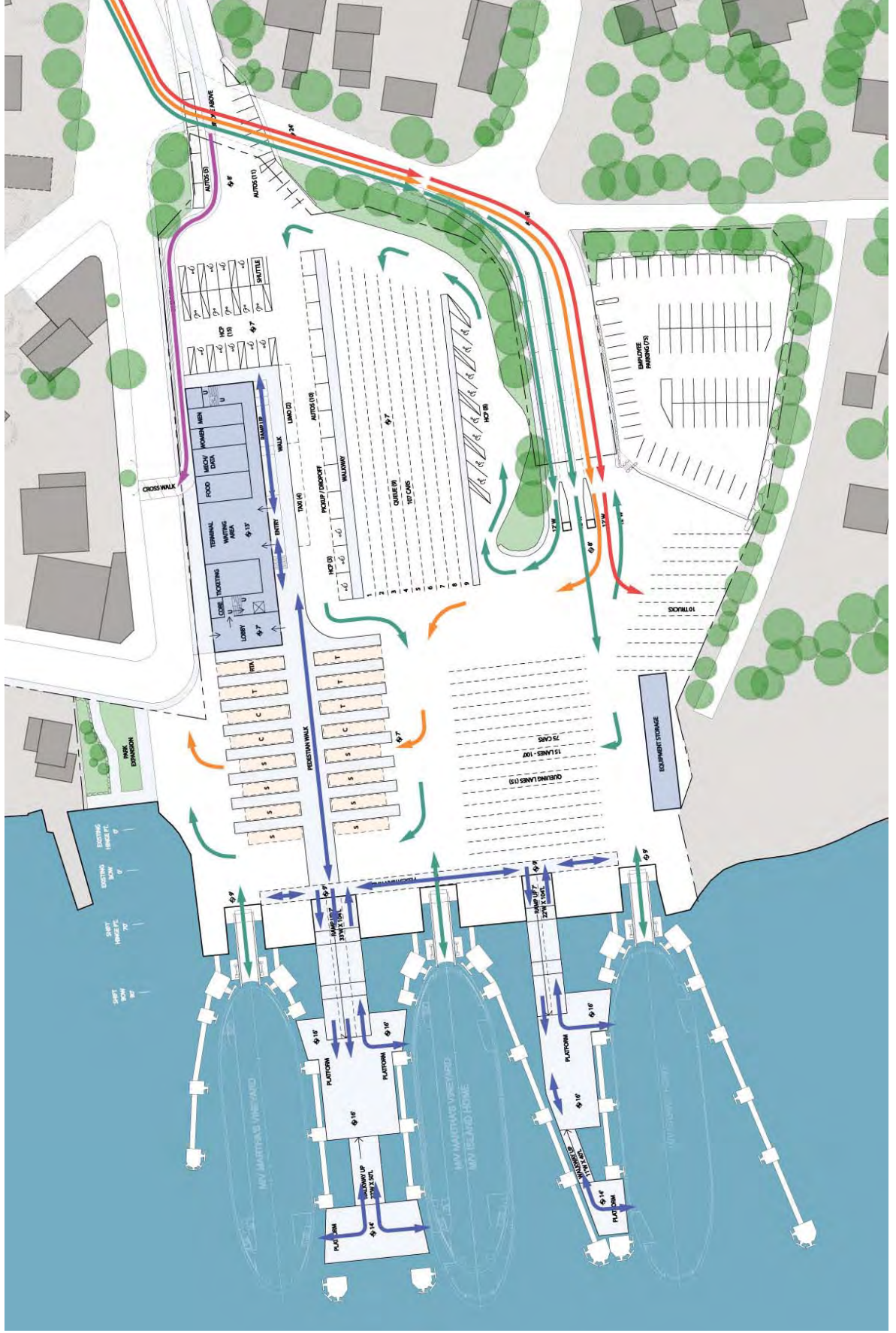
Concept C: **Concept C** was based upon having a full second level on a deck that would be built beginning about half-way away from the water. The terminal building would be located on top of the deck, again generally at the midway point of the property and, again, there would be elevated pedestrian walkways from the terminal building to the ferry slips. Buses and vehicles would drop off and pick up passengers behind the terminal building; however, because the deck (and the first floor of the terminal building) would be at a higher elevation (25 feet above sea level), the buses and vehicles would enter the property immediately after going over the Crane Street bridge, and they would exit the terminal by continuing over a ramp to Cowdry

Road. As a result, none of that traffic would exit by means of Railroad Avenue. The lower level staging operations would be similar to what takes place today, although automobile staging would be located under the deck. Finally, because the deck would create more space for terminal operations, **Concept C** also would provide room for metered public parking spaces, more accessible parking spaces, shuttle bus spaces, and a larger buffer area around the bike path.

Drawings of the three alternative design concepts are shown on the next several pages. **Concept A** is shown on only one drawing; **Concept B** is shown on two drawings, the first showing the upper level structures and activity and the second showing the original ground level structures and activity; and **Concept C** similarly is shown on two drawings, the first showing the upper level structures and activity and the second showing the original ground level structures and activity.

Concept A - Single Level Site / Two Level Terminal First Level Terminal Plan (+El 13')

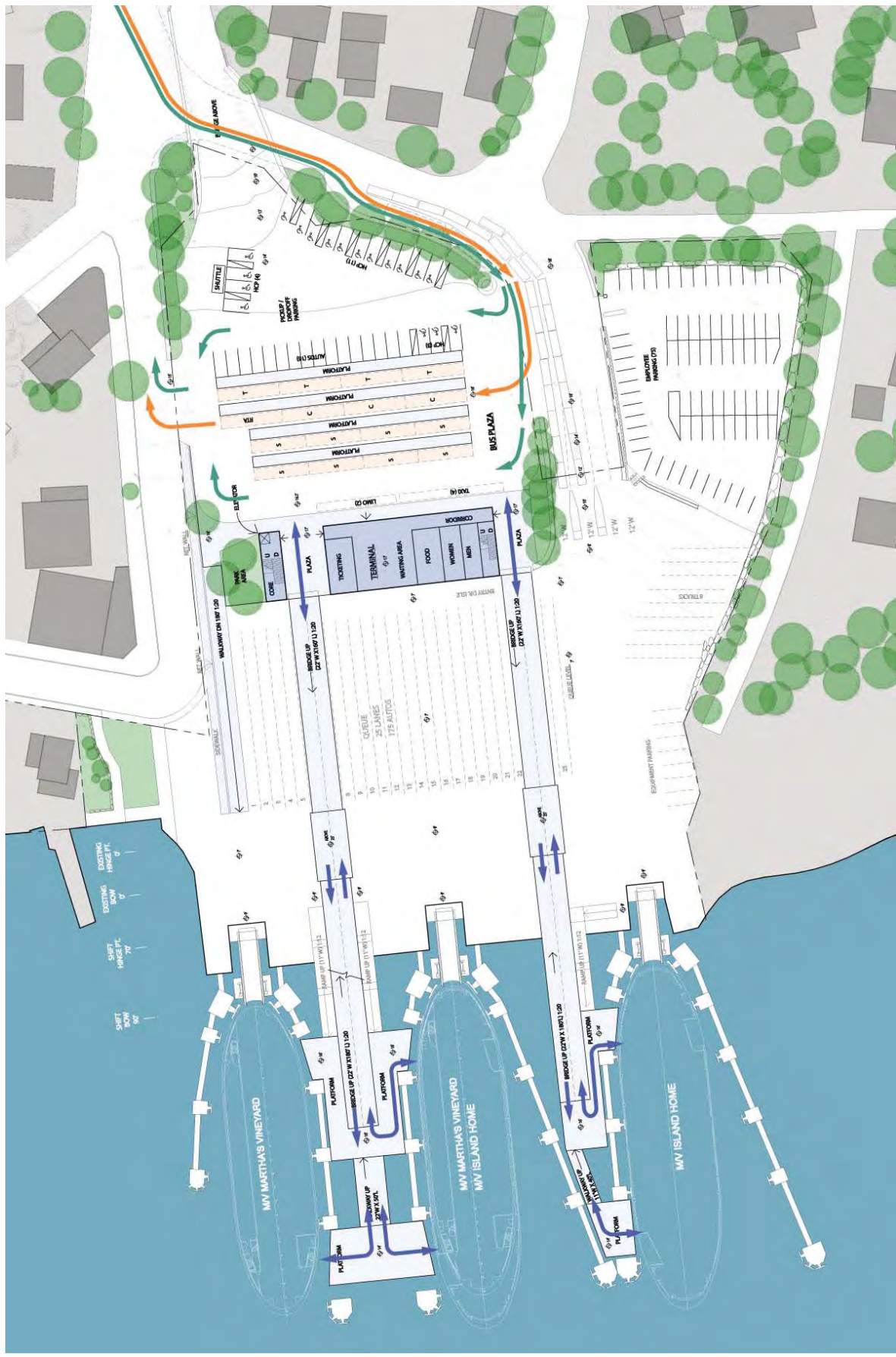
November 2013



Concept B - Split Level Site / Two Level Terminal with Equipment Storage Below

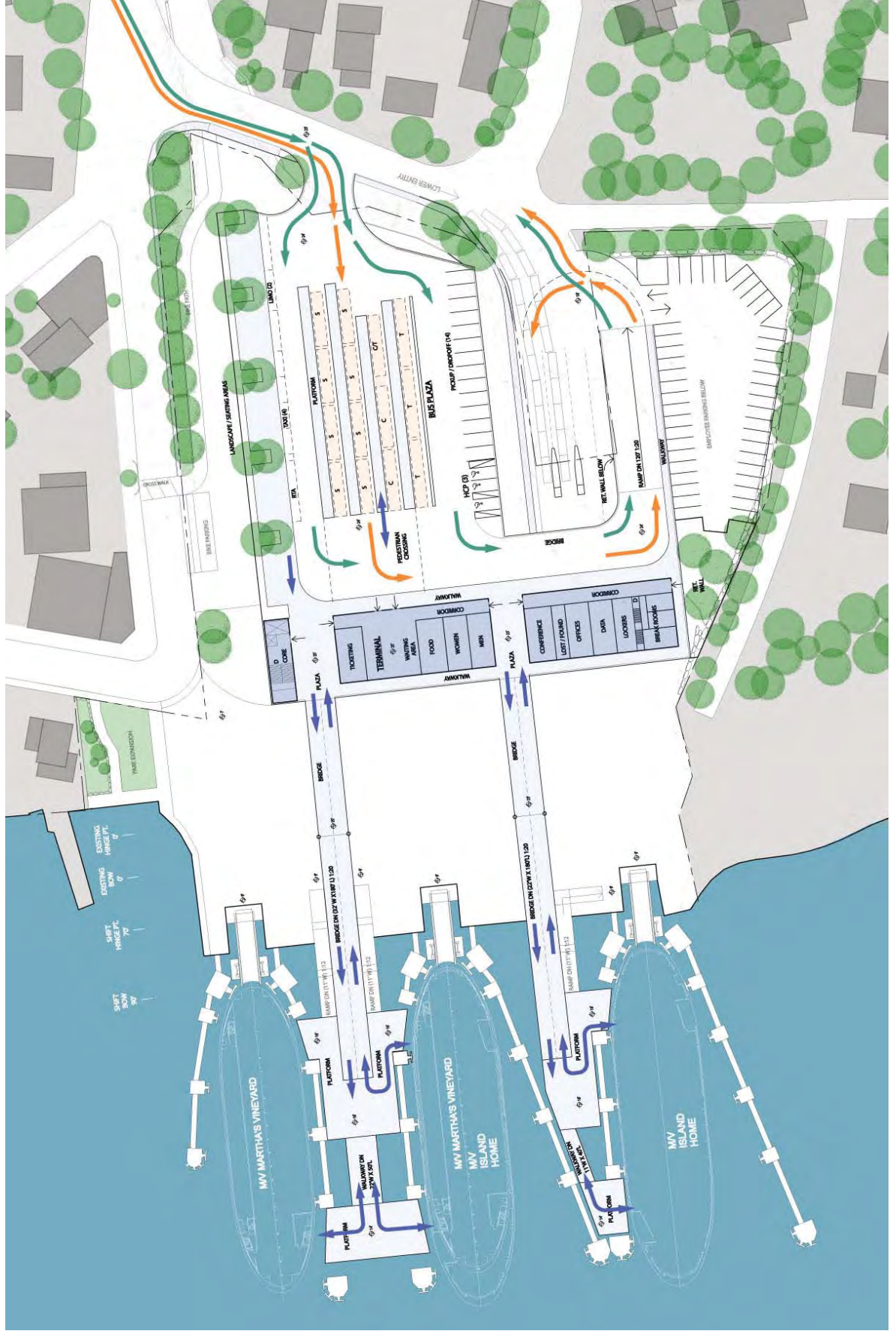
First Level Terminal Plan (+EI 17.5')

November 2013



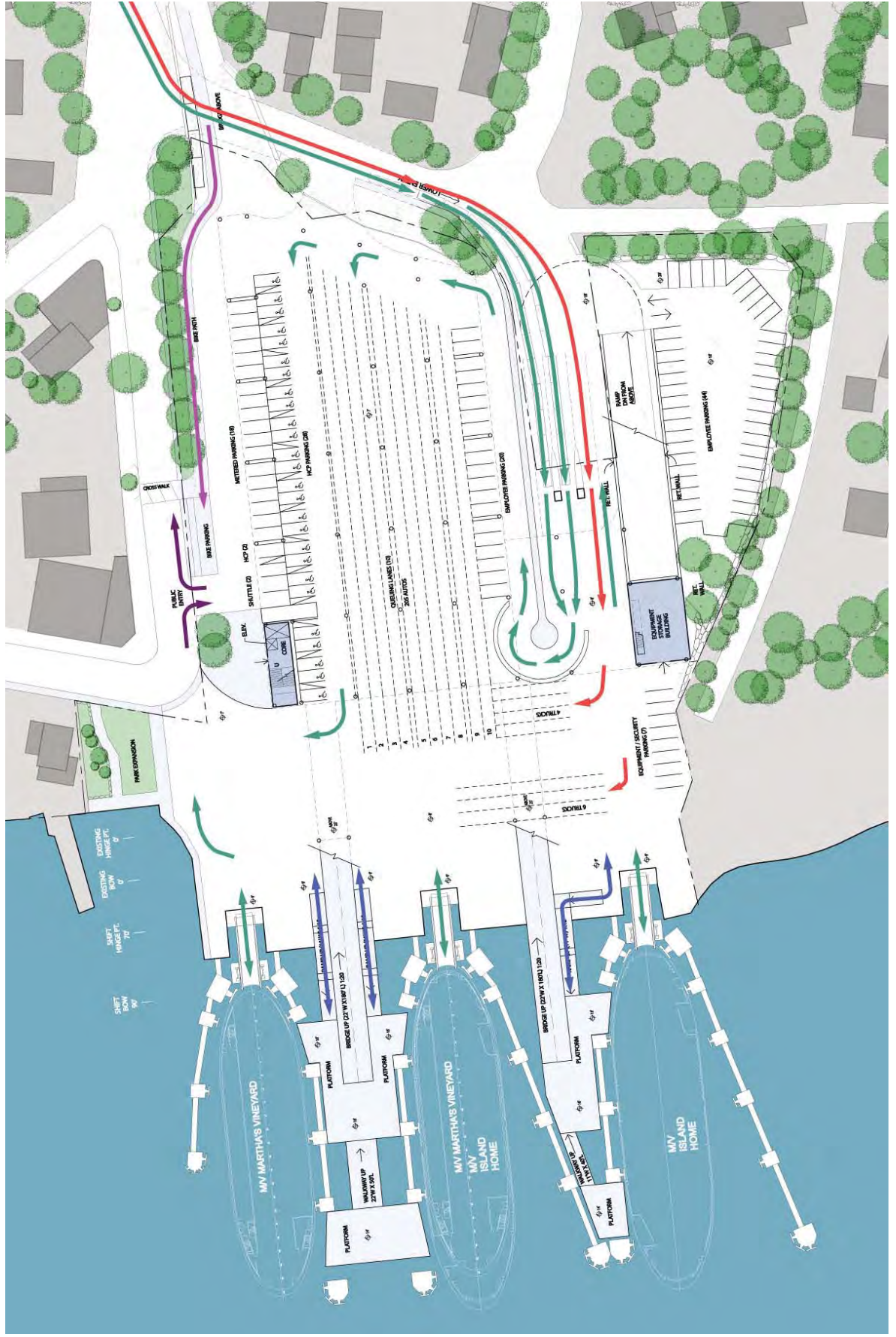
Concept C - Two Level Site / Single Level Terminal First Level Terminal Plan (Structured Deck +EI 25')

November 2013



Concept C - Two Level Site / Single Level Terminal Ground Level Plan (+EI 7')

November 2013



After the three alternative design concepts were presented to the public at a community meeting in Woods Hole, the SSA began meeting with a four-member “Woods Hole Community Working Group” comprised of the co-Presidents of the Woods Hole Community Association (Catherine Bumpus and Steve Junker) and the President and Vice President of the Woods Hole Business Association (Kevin Murphy and Beth Colt). The working group expressed the following principal objections about the alternative design concepts:

1. The proposed terminal building would block the view of the ocean, particularly from such locations as the public library, Woods Hole Road and upper Railroad Avenue/Water Street.
2. Each of the three concept alternatives would permanently alter the entrance to the village, which currently has an expansive view of the water.
3. The size and scope of the proposed terminal building were too big, particularly the footprint. The new building should be similar in size to the Vineyard Haven terminal building.
4. None of the concept alternatives provided a sufficient connection for SSA customers to visit the village. The concern was that the village would lose those customers and the corresponding foot traffic.
5. The SSA was asked to evaluate which aspects of its operations need to be located at the terminal.
6. The SSA was asked to pay more attention to the character of the structures at the terminal.
7. The SSA was asked to pay more attention to the terminus of the bike path.
8. The proposed elevated pedestrian walkways were problematic to the community.

The community working group also asked the SSA to develop several possible variations of two of the three alternative design concepts (**Concept A** and **Concept B**), including relocating the terminal building and having it be one story instead of two stories in order to open the view as much as possible. The working group also asked the SSA to develop an additional design concept (**Concept D**) that would relocate the terminal building to where the SSA’s freight shed is currently located.

Our architects then developed variations of **Concept A** and **Concept B** as requested by the working group:

Concept A-2 This concept reflects the relocation of the one-story terminal building towards the rear of the property. That change would allow shuttle buses to be staged alongside the bottom part of Railroad Avenue and exit the property midway up the street. However, pedestrians would have to walk farther to get to and from the terminal building and would still have to cross vehicular traffic (including the shuttle buses, vehicles dropping off or picking up passengers, and vehicles exiting from the boats), although they could be protected from the weather by a covered walkway over a good portion of that distance.

Concept A-3 This concept is the same as **Concept A-2** except that the terminal building is two stories instead of one (thereby reducing the building’s footprint).

Concept B-2 This concept reflects the lowering of the elevation of a one-story terminal building from 17 feet to 13 feet above sea level, which also results in moving the equipment storage area that was to be located under the building to the south side of the property. In addition, the elevated pedestrian walkways have been removed (replaced by one or more designated pedestrian walkways on the pavement between vehicle staging lanes) and the grade of the pavement slopes upward from the ferry slips to the terminal building. The bike path also has been extended all the way alongside Railroad Avenue to Luscombe Avenue, and bicycle racks would be placed beside the existing park there.

Concept B-3 This concept is the same as **Concept B-2** except that the terminal building is two stories instead of one (thereby reducing the building's footprint).

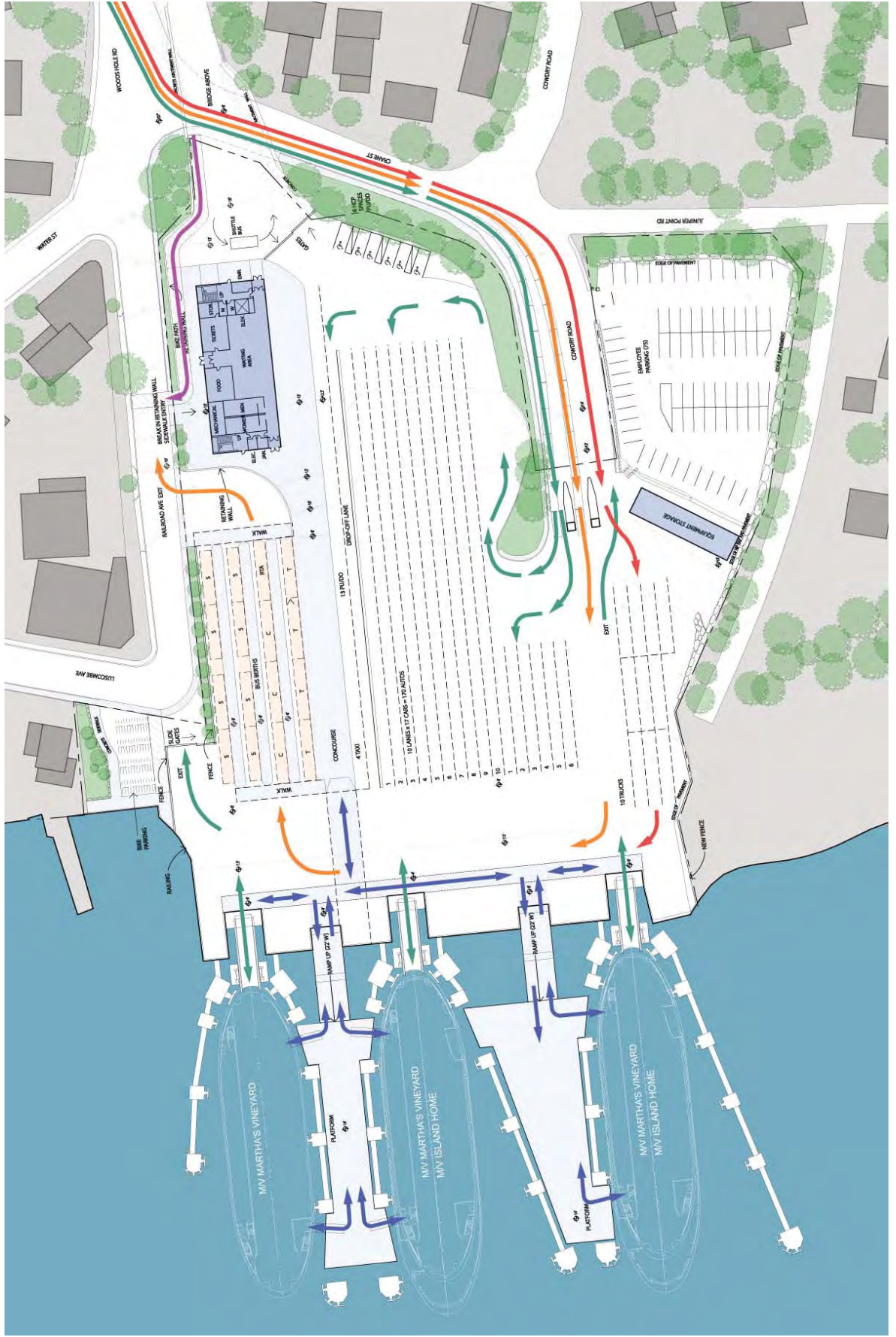
Concept D-1 This concept reflects the relocation of a two-story terminal building to where the SSA's freight shed is currently located. As a result, all of the shuttle buses are staged at the south side of the property beside the terminal building, requiring all vehicular traffic to leave the property by Railroad Avenue. In addition, trucks and cars taking the ferry would enter the property by means of a ramp off of Cowdry Road, and the trucks would be staged on the north side of the property, which would in turn result in the northernmost slip (Slip 3) being used on a regular basis for the SSA's freight boats (instead of using Slip 1, which is preferred for navigation reasons). After being dropped off from the shuttle buses, passengers would walk up a switchback ramp to the terminal building and then across an elevated pedestrian walkway from the terminal building to the pier between Slips 1 and 2. Finally, vehicles dropping off and picking up passengers would park in a portion of the current employees' parking lot, while some of the employee parking spaces would be relocated behind the vehicle staging area.

Drawings of those additional alternative design concepts are shown on the next several pages. Two drawings are shown for **Concept D-1**, one to show how the terminal site would be accessed and another to show the accessible route from the terminal building to the pier between Slips 1 and 2 that would be required for passengers to board and disembark the ferries.

Concept A3 - Single Level Site / Two Level Terminal

First Level Plan (+EI 13')

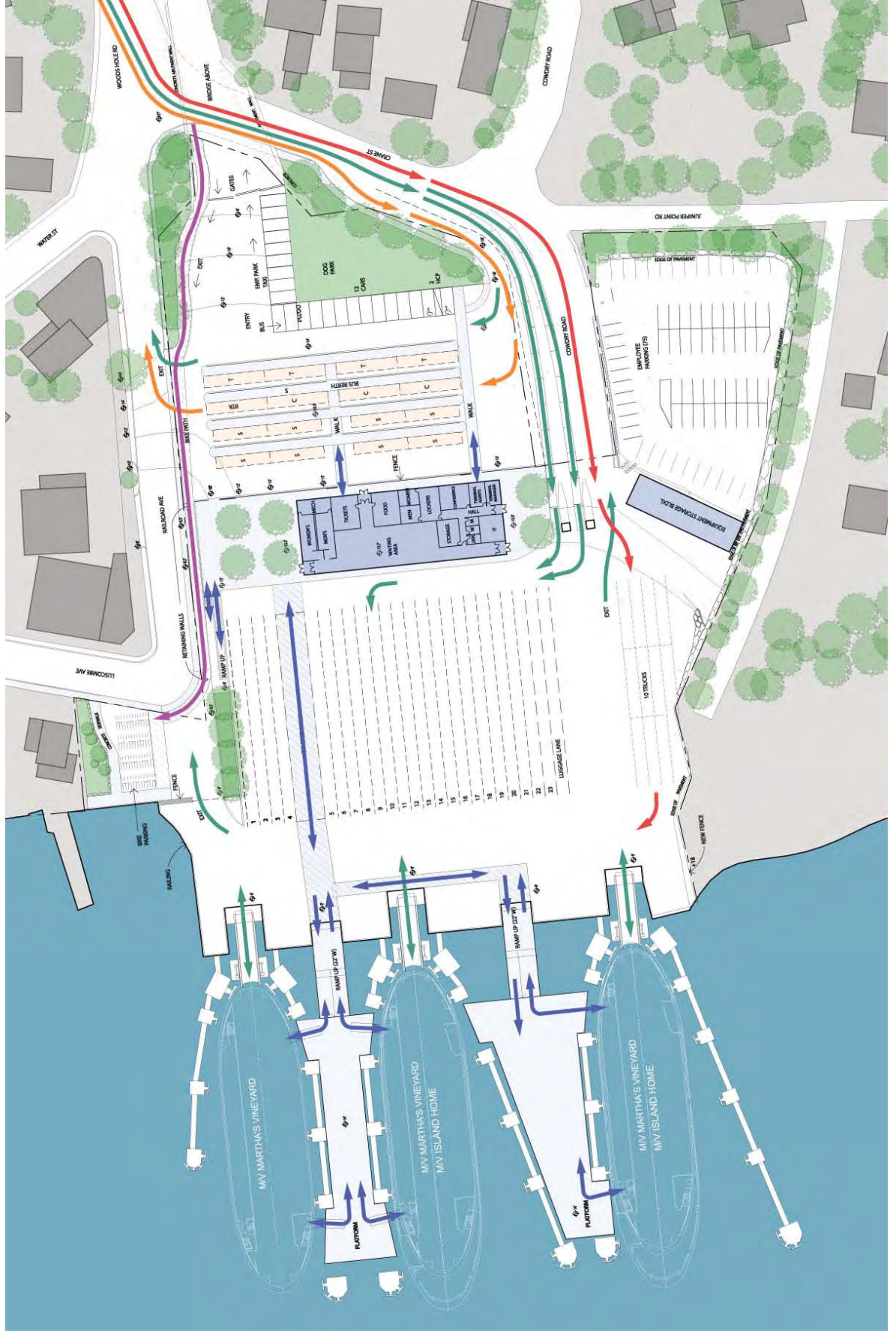
March 2014



Concept B2 - Split Level Site / Single Level Terminal

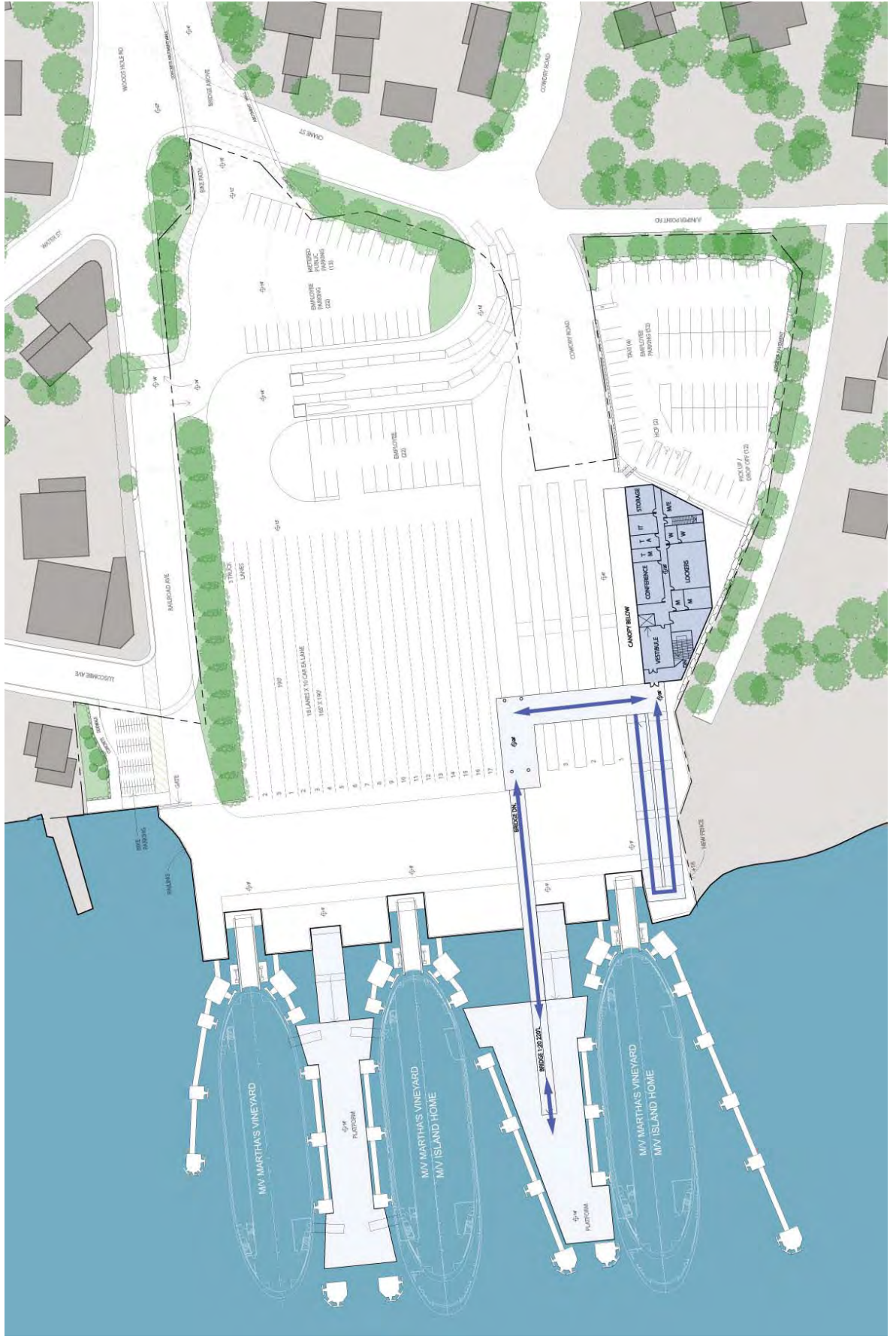
First Level Terminal Plan (EI 13.7')

March 2014



Concept D1 - Split Level Site / Two Level Terminal Second Level Terminal Plan (+EI 26')

March 2014



At that point, the staff believed that either **Concept B-2** or **Concept B-3** (with the only difference between the two concepts being a one-story or a two-story terminal building) would have been an acceptable alternative for the concept design of the reconstructed Woods Hole terminal. Although neither of those alternatives had the substantial additional operational benefits that would have been provided by the original **Concept B** or the original **Concept C**, they would have provided important benefits to the Woods Hole community that would not be provided by those original design concepts. These included:

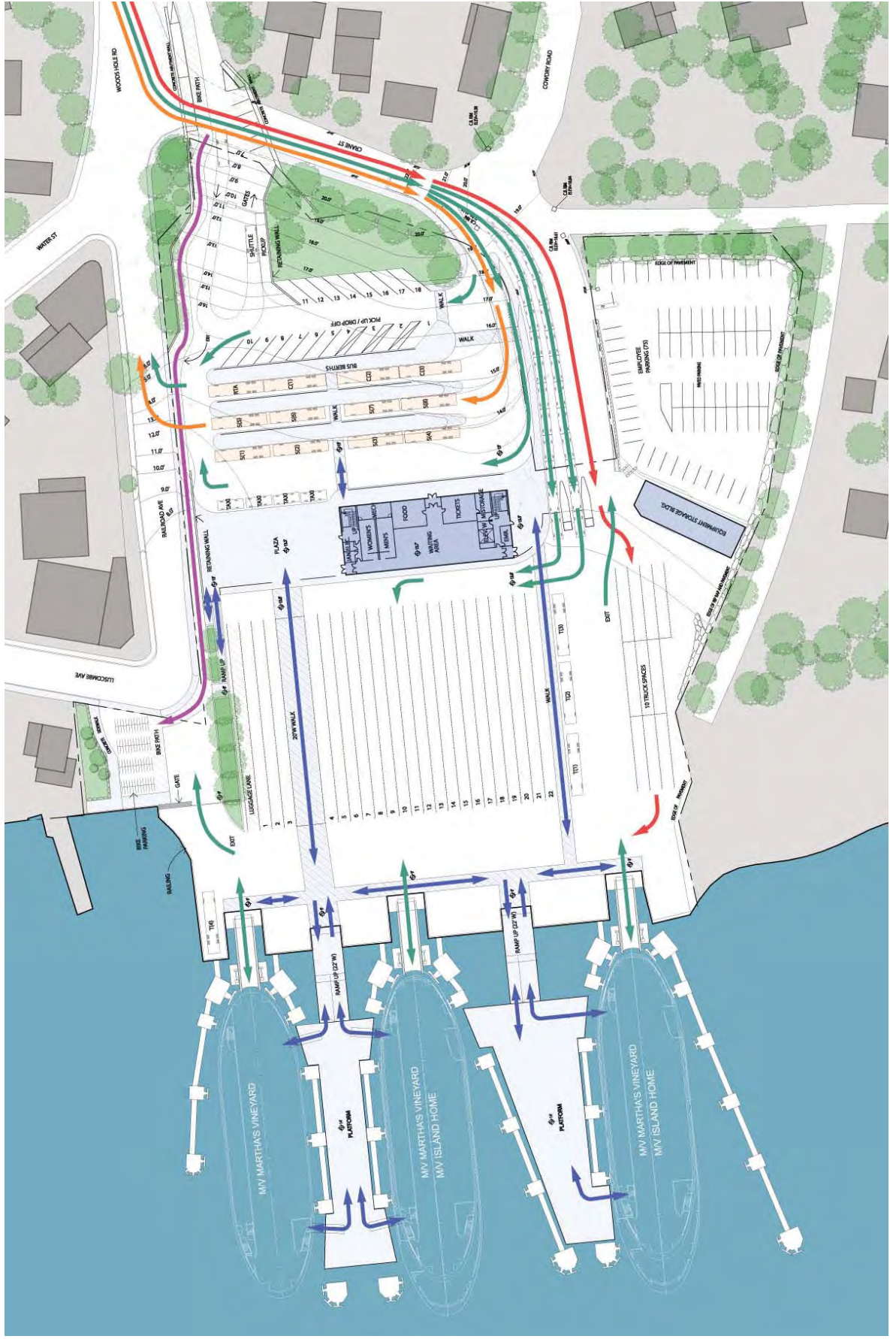
- Extending the bike path to the waterfront and providing bicycle racks at the end of Luscombe Avenue.
- Eliminating the elevated pedestrian walkways between the terminal building and the ferry slips.
- Lowering the elevation of both the building and the shuttle bus and vehicle drop-off and pick-up area behind the building from 17 feet or 25 feet above sea level to 13 feet above sea level.
- Minimizing the amount of the view of the water from the top of Railroad Avenue that will be blocked by the terminal building.
- Creating a plaza to the north of the terminal building that can be the beginning of an open corridor to the village.
- Continuing to allow vehicles exiting the boats to leave the property by Cowdry Road.

In March 2014, the staff presented all of these additional design concepts to the Woods Hole Community Working Group and, before taking a position on any of the design concepts, the working group asked if **Concept B-3** could be further refined by moving the terminal building farther to the south (which became **Concept B3.1**) and then also changing the building's footprint to reduce its north-to-south axis (thereby opening up the view of the water even more) (which became **Concept B4.1**). Although the shuttle bus and vehicle drop-off and pick-up area on **Concept B-3** was already extremely tight (given the turning radii needed for the buses), we asked our architects to explore the extent to which those further refinements could be achieved while maintaining the minimum operational program elements needed for the terminal.

Drawings of those two additional alternative design concepts are shown on the next several pages.

Concept B3.1 - Split Level Site / Two Level Terminal First Level Terminal Plan (+El 13.7')

April 2014



In April 2014, we reviewed with the Woods Hole Community Working Group the series of alternative design concepts that our architects had developed over the prior few months, and concluded that **Concept B3.1** represented the best balance of meeting both the SSA's operational needs and the community's interests. (For example, **Concept B4.1** negatively impacted bus access and created an awkward layout for accessing the automobile staging area, and it also did not improve the view angle from Woods Hole Road.) By the end of the meeting, the consensus was to schedule a public presentation of our preferred alternative at a meeting of the Woods Hole Community Association in the Woods Hole Community Hall.

Compared to our architects' original **Concept B** design, **Concept B3.1** reflected the following major changes:

1. The proposed terminal building was moved to the south, its size was reduced to be more in line with the size of the terminal building in Vineyard Haven, and it was going to be two stories to further reduce the building's footprint and open up additional water views from the top of Water Street.
2. Those changes to the terminal building's location allowed a plaza area to be added between the terminal building and Railroad Avenue for luggage handling, passenger queuing and some additional landscaping.
3. The elevation of the terminal building and shuttle bus staging area was reduced from 17 feet above sea level to 13 feet above sea level.
4. The two elevated passenger walkways were eliminated.
5. The vehicle staging area would have a gradual rise from elevation 9 feet above sea level in front of the transfer bridges up to 10.5 feet at the plaza and then to 13 feet at the terminal building's first floor elevation.
6. The truck staging area was redesigned to eliminate the need for trucks to back up (other than to back up onto the single ended freight boats).
7. One lane of buses in the pick-up/drop-off area was eliminated to create more space there, particularly for pedestrians between the remaining three bus lanes.
8. The bike path was continued down Railroad Avenue to the corner of Luscombe Avenue.
9. Additional bike parking was added in front of the park area on Luscombe Avenue.

At the community presentation in April 2014, **Concept B3.1** was not met with much enthusiasm by the public. In addition, the SSA's Board expressed concern about the distance between the proposed location of the new terminal building and the ferry slips, observing that it might be difficult for the elderly and individuals with disabilities to walk that distance. Accordingly, they asked that the concept be revised to improve the site's accessibility between the ferry slips and the proposed customer drop-off and pick-up area for individuals with disabilities.

Our architects then came up with four additional alternative design concepts (**Concepts E1, E2, E3 and E4**) that addressed this concern by placing the terminal building closer to the water, and then proceeded with the refinement of one of those alternatives (**Concept E2**) that placed the terminal building closer to the ferry slips on the southern side of the property and with the bus drop-off and pick-up area to the east of the building and then, even further to the east, the

vehicle staging area, but moving the location of the building so that it was directly in front of the proposed new Slip 2. (Subsequently, one more revision was made principally to move the building slightly further away from the water to ensure that freight trucks will have sufficient room to maneuver in that area.)

Drawings of these additional alternative design concepts are shown on the next several pages.

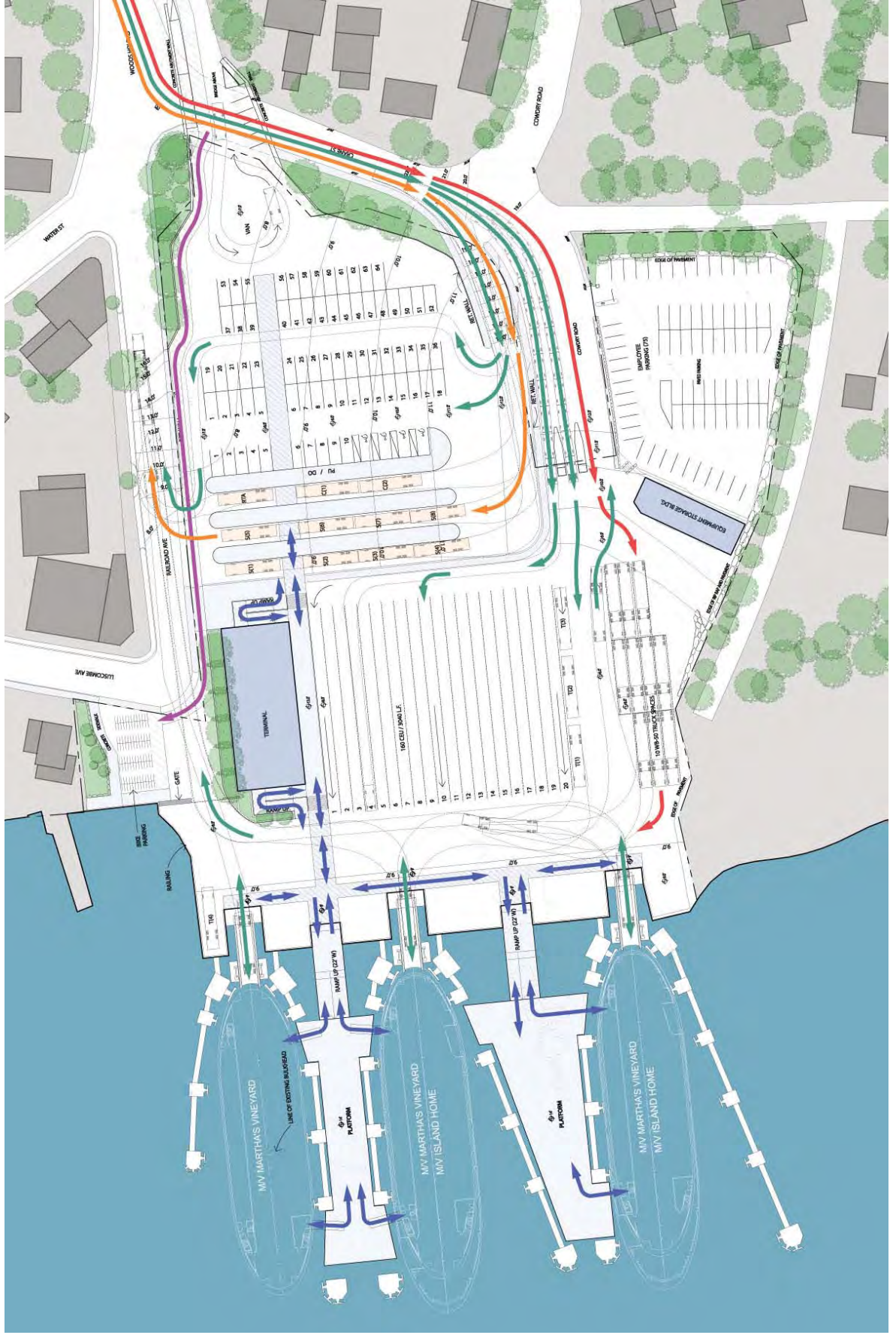
The penultimate **Concept E2** reflected the following revisions to **Concept B3.1**:

- The terminal building was moved closer to the slips and centered between the passenger crosswalks to the piers.
- The automobile staging area was relocated to the eastern side of the property, placing it behind both the terminal building and the bus pick-up and drop-off area. (The plan was that automobiles being loaded onto a large passenger/vehicles ferry docked in Slip 2 will proceed around the terminal building on the opposite side that passengers are then disembarking and boarding the ferry.)
- The proposed elevation of the automobile staging area would be about the same as it is now (approximately five to six feet lower than in **Concept B3.1**).
- The pick-up and drop-off location for passengers using our shuttle van to get to and from the back parking lot was relocated up to the eastern-most bus island (and the shuttle van eventually might end up dropping off and picking up passengers even closer to the ferry slips).
- The elevation of the plaza around the building was established at 10-½ feet above sea level so only a single-run 30-foot ramp is needed to reach the terminal building, which has an elevation of 13 feet above sea level.

Concept E1 - Single Level Site / Two Level Terminal

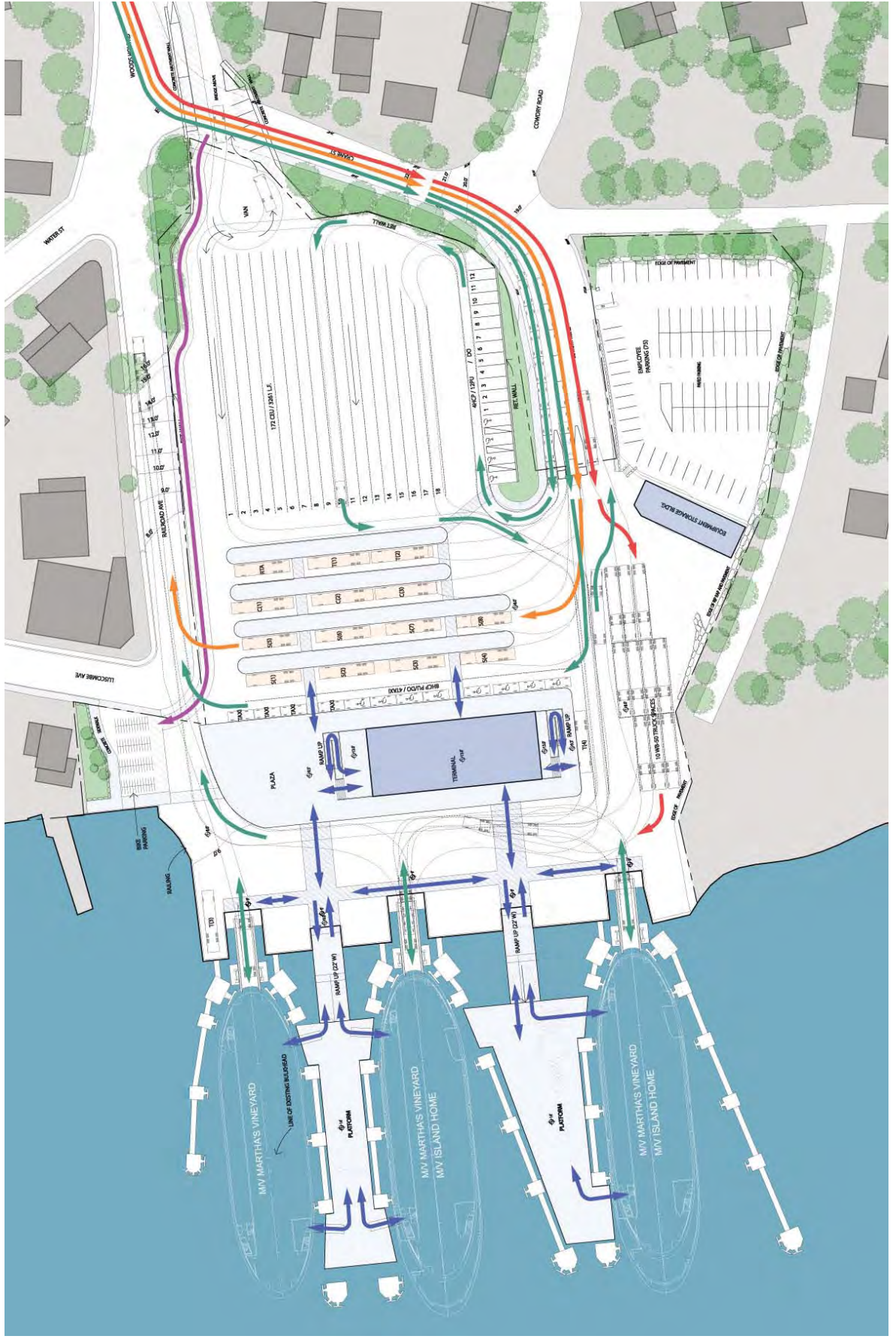
First Level Terminal Plan (+EI 13')

May 2014



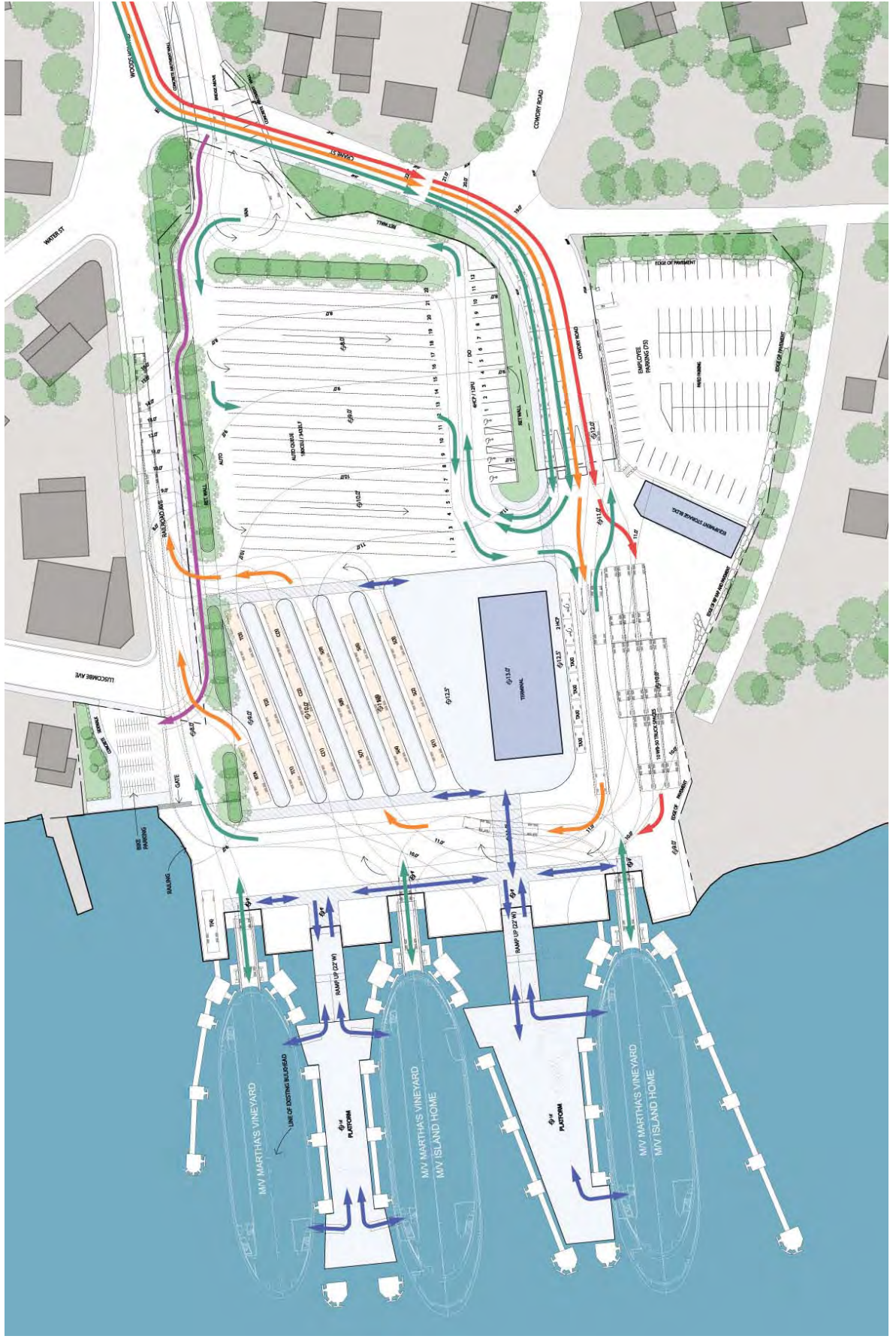
Concept E2 - Single Level Site / Two Level Terminal First Level Terminal Plan (+EI 13')

May 2014



Concept E4 - Single Level Site / Two Level Terminal First Level Terminal Plan (+EI 13')

May 2014



In early June 2014, the staff presented a preliminary version of **Concept E2** to the Woods Hole Community Working Group, who asked that it be presented to the entire Woods Hole community at a meeting of the Woods Hole Community Association. Accordingly, we presented a slightly revised version of **Concept E2** to the Woods Hole community on June 9, 2014. Our impression was that public reaction to the new concept was generally favorable, principally for the following reasons:

1. The revised **Concept E2** placed the terminal building farther away from intersection of Woods Hole Road, Crane Street and Railroad Avenue, making it look smaller from that vantage point and opening up more of the view of the water on both sides of the building.
2. The elevation and general location of the automobile staging area would remain the same as they are today.
3. The elevation of the bus drop-off and pick-up area would similarly be the same or only slightly higher than it is today, instead of being 15 to 16 feet above sea level as it was in **Concept B3.1**.
4. By having the buses exit the terminal closer to the foot of Railroad Avenue instead of farther up the hill, there would be no need to eliminate any of the current parking spaces on Railroad Avenue.
5. By having most of the property remain at its current elevation, the bike path would remain level from underneath the Crane Street bridge to Luscombe Avenue, instead of having to rise from eight feet above sea level to 16 feet (where the buses were going to exit onto Railroad Avenue in Concept B3.1) and then back to eight feet.

Both The Falmouth Enterprise and the Cape Cod Times reported on the SSA's presentation of the revised **Concept E2** to the Woods Hole community, and copies of the front-page articles that appeared in those two newspapers about the public meeting – “Woods Hole Residents Greet New Plans for Steamship Terminal with Approval,” The Falmouth Enterprise, at p. 2 (June 20, 2014); and “Accord Reached on Ferry Terminal,” Cape Cod Times, at pp. A1, A5 (June 20, 2014) – are shown on the next several pages.

Woods Hole Residents Greet New Plans For Steamship Terminal With Approval

By SAM HOUGHTON

Residents of Woods Hole voiced approval for the latest Steamship Authority feasibility layout for the Woods Hole ferry terminal last week in a meeting hosted by the Woods Hole Community Association.

"Hearing no extraordinary negativity, unlike November," said Steven M. Sayers, general counsel for the Steamship Authority, who presented the latest plan called Option E. The audience of approximately 30 Woods Hole villagers cut him off with laughter and some cheers.

Residents of the village were highly critical of the authority's

plans and general operations at a meeting last November.

"This is much better," Walter Sebanbacher, a resident of Cowdry Road, said his property abuts the authority lot. "They've done a good job."

Thomas H. Renshaw, who has been a critic of the project, attended the meeting but did not comment.

The new feasibility layout is "ironically" similar to what the layout of the terminal is now, Mr. Sayers said.

The Steamship Authority Board of Governors is expected to approve of the concept next week in Nantucket. Mr. Sayers said that

there will be a year of seeking permits before construction can begin. Designers from Bertaux + Iwerks estimate total construction to be \$50 million. Mr. Sayers said it was one of the cheapest of past feasibility designs.

The terminal building in the feasibility layout presented would be located slightly east of where the terminal building is now. It would be two stories tall and its base would sit 13 feet above the water level to comply with Federal Emergency Management Agency flood zone regulations. Mr. Sayers said that the building will block the view of the ocean that the boats already

block. Villagers at past meetings hoped for a better view of Great Harbor and he said that out of the approximately 30 alternative sites to place the building designers have looked at, this was the best.

The authority's presentation showed a conceptual image of what the terminal building would look like from Woods Hole Road next to the library. Only a tip of the roof was visible behind a tree. Murmurs of approval went through the audience. Chris Iwerks, who designed the feasibility layout, said that the view down Railroad Avenue will be preserved with this new concept as well.

Conceptual designs of the terminal in the past had fill that would be placed into an eastern section of the lot that many villagers opposed because the roofs of buses would be visible from Woods Hole Road and the Crane Street bridge. Only a minimal amount of fill would be needed for this concept.

The Shining Sea Bikeway in the earlier designs would have an incline over the fill of 13 to 18 feet and then there would be a sharp decline into the village. That hill has been erased with this concept.

The taxi and bus waiting area would be placed in the rear of the terminal building. At the last board of governors meeting, Falmouth representative Catherine N. Norton and Martha's Vineyard representative Mark N. Hanover wanted better access for handicapped passengers. This new concept allows for a shorter distance for passengers exiting taxis and buses.

The vehicle queue for Martha's Vineyard bound travelers would be in the rear of the terminal near the Crane Street bridge. Vehicles exiting the terminal after departing from two of the three slips would exit through Cowdry Road at the southern section of the terminal instead of driving through the terminal and out Railroad Avenue.

Mr. Sayers said that there would be less interaction between pedestrians and vehicle traffic.

The Week's Weather

Date	Min.	Max.	Prec.	Weather
Thu 6/12	60	70	.07	cloudy, showers night
Fri 6/13	60	67	.52	cloudy, showers
Sat 6/14	63	73		cloudy
Sun 6/15	57	79		sunny
Mon 6/16	58	79		sunny
Tue 6/17	61	75		cloudy, thunderstorms late night
Wed 6/18	63	80		sunny

A weak frontal boundary gave Falmouth 1/2" to 3/4" of rain last Friday. Fair weather followed as high pressure crested over New England later in the weekend. A warm front set off thunderstorms around 4:30 AM Wednesday. On Wednesday southwest winds shifted into the west and northwest in the afternoon, allowing much warmer air off the land to sweep down across the Cape. The high of 80 was the first 80 degree day in June since my records began in 2003. On June 11, 2008, and June 21, 2012, the temperature reached 88. Early Wednesday evening the offshore wind collapsed and a sea breeze quickly dropped the temperature back into the 70s. The monthly rainfall stands at 1.31"

—Doc Taylor, Menashant

Year-Old Double Murder Remains Unsolved

By SAM HOUGHTON

A year after the double homicide on Central Avenue in East Falmouth, District Attorney Michael D. O'Keefe has shared little information from what he has called "a very intense investigation."

Mr. O'Keefe said that multiple agencies and detectives from multiple jurisdictions including the Massachusetts State Police Department and the Falmouth Police Department are involved in the investigation.

The investigation has yet to yield any charges and Mr. O'Keefe would not say if there were any suspects in the case.

When asked what motivations might be behind the murders and where he suspects the murderer or murderers might have come

from, Mr. O'Keefe said that he could not speculate.

On Wednesday, June 12, 2013, the district attorney confirmed the identities of the two victims of a double homicide at 146 Central Avenue as 41-year-old Crystal L. Perry and 23-year-old Kristofer M. Williams.

A release from the DA's office said that the victims sustained "severe blunt and sharp force trauma," suggesting they were beaten and stabbed, but released no further details on the causes of death. They still have not released further details on the death.

Family, friends, and members of the Mashpee Wampanoag Tribe, to which Ms. Perry belonged, met last week for a parade down Central Avenue to pay respects and to comfort those in mourning.

Time To Spring Clean For Historical Museum's Biennial Auction

The Woods Hole Historical Museum's biennial auction committee is asking homeowners to take a look in their garages, basements, libraries, closets, attics and boat houses to clear out items they do not need and would like to donate to the museum.

Call the museum at 508-548-7270 or e-mail the auction committee at whhmedia@gmail.com

Corrections

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INSIDE

CAPEWEEK - THE ULTIMATE WHAT-TO-DO GUIDE

Arts Alive festival: Cerise in Falmouth tonight



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ALSO INSIDE

Excellence in acting



Patricia Clarkson chats about the career that led to award at Provincetown film festival. **C1**

Comedy tonight!

Cape Rep stages rowdy local premiere of what's called the funniest script in maybe, well, ever. **IN CAPEWEEK**

WEATHER & TIDES

Gulliver says, 'Go fishing!'

Mostly sunny with highs in the 70s. **B8**



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COMING SATURDAY

THEATERS REBORN

Martha's Vineyard Playhouse reopens, and Small Black marks the return of music to Cape Cinema for the first time in two years.

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PARROTHEADS AT THE WELLFLEET DRIVE-IN



RON SCHLOERB PHOTOS/CAPE COD TIMES

Jane Bourette of Dennis, left, and Tara Maxwell of Yarmouth decorated their Jeep before the Jimmy Buffett concert at the Wellfleet Drive-In on Thursday night.



The crowd stands to applaud Jimmy Buffett during the concert under the watchful eyes of a plastic parrot.

Streaming Margaritaville

By HAVEN ORECCHIO-EGRESITZ
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Sitting in a pickup truck decked out in colorful pinwheels, sporting leis, with a cooler full of seafood, Jimmy Buffett superfans Jan and Mike Golan felt like they were in paradise Thursday night.

"We've been doing this since the '70s. We even flew out to California for the millennium concert," Mike Golan said. "This is cool." The Eastham couple were part of a festive flock of several hundred parrotheads from Cape Cod and beyond who gathered at

see **CONCERT**, page 4

Back to Iraq: Obama sends help

The president dispatches 300 military advisers to help assess Iraqi forces.

By JULIE PACE and HAMZA HENDAWI
THE ASSOCIATED PRESS

WASHINGTON - Inching back into a fight he tried to leave behind, President Barack Obama announced Thursday he was dispatching 300 U.S. military advisers to Iraq to help quell the rising insurgency in the crumbling nation. He also challenged Iraq's embattled leader to create a more inclusive government or risk his country descending into sectarian civil war.

"The test is before him and other Iraqi leaders as we speak," Obama said of Iraqi Prime Minister Nouri al-Maliki, whose political fate appeared increasingly in play as his rivals launched a secretive effort to replace him.

see **OBAMA**, page 4

CHANGE AT THE TOP?

Political leaders jockey to succeed embattled Iraqi prime minister. **A6**



PRESIDENT OBAMA

Pesticide report suspends harvest at school garden

By PATRICK CASSIDY
pcassidy@capecodonline.com

HYANNIS - The harvest from a new community garden at West Hyannis Elementary School is on hold for now after concerns were raised this week about a now-banned pesticide found on the property in 2008.

The chemical, known as chlordane and considered a possible human carcinogen by the Environmental Protection Agency, has been banned since 1988. But following a small oil spill at the school in 2007, it was found in high enough levels on the property to warrant notification of the state Department of Environmental Protection and a cleanup. School and state officials say that the garden is likely safe because of the cleanup and because the garden was created with new soil in 11 raised beds. But Barnstable Public

see **GARDEN**, page 4

Accord reached on ferry terminal

By SEAN F. DRISCOLL
sdriscoll@capecodonline.com

WOODS HOLE - Community leaders and the Steamship Authority have agreed on a new Woods Hole ferry terminal design concept that appears to be more in line with the village's sensibilities.

The final concept calls for demolishing the current terminal building; reconfiguring the vehicle-staging, truck and bus zones; and building an outdoor plaza around the new terminal. There will be three slips that can be used for loading ferry passengers and vehicles, but the third, for now, will be used only for maintenance and overnight berthing. The terminal complex will largely be at the same elevation as the current buildings - about 8 feet above sea level

see **TERMINAL**, page 5

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CHRISTINE HOCHKEPPEL/CAPE COD TIMES FILE

The Steamship Authority ferry terminal in Woods Hole will be reconfigured under a new plan.

Terminal: New plan placates Woods Hole business owners

from A1

— although the terminal itself will be 13 feet above sea level to move it out of the flood zone. The plaza will be about 10½ feet above sea level.

The terminal building has been moved farther away from the intersection of Woods Hole Road, Crane Street and Railroad Avenue, making it look smaller from that vantage point and opening up water views on both sides of the building.

Beth Colt, owner of the Woods Hole Inn and Quicks Hole Tavern, called the final look of the terminal “fantastic.” Colt was a member of a working group that met regularly with the Woods Hole, Martha’s Vineyard and Nantucket Steamship Authority to hash out the concept’s particulars.

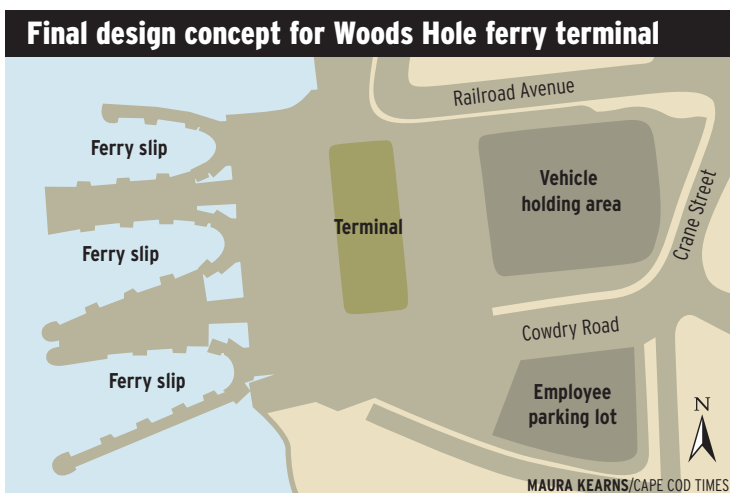
“A smaller building is going to be a positive,” she said. “Rather than it being a concrete block, it’s going to have a historically appropriate design and improve the entrance to the village.”

The Steamship Authority board unanimously approved the design concept Tuesday at its meeting in Nantucket. It will take about 18 months to complete the permitting process and secure funding, with construction starting in about two years, said Authority General Manager Wayne Lamson.

The sunny end to the process is a sharp contrast from the thunderclap that came in November at a tumultuous meeting in Woods Hole.

At that community meeting, the three initial concepts for the terminal were presented to the village. But the discussion drifted from the terminal into general dissatisfaction with the Steamship Authority, and the only consensus that was reached was an angry vibe from the community.

After the meeting, long-time Steamship Authority



board member Robert Marshall resigned, saying he was disappointed with the session’s direction and outcome. Falmouth selectmen later appointed Falmouth resident Catherine Norton to replace him on the five-member board.

The Authority regrouped and kept pushing forward with a smaller set of residents. The working group included Colt; Woods Hole Community Association co-presidents Catherine Bumpus and Steve Junker; and Kevin Murphy, owner of Shuckers restaurant and a former Falmouth selectman.

“The process of including the community was really a big help to us,” said Lamson. “Early on we were identifying their concerns and what they would like to see once the project was completed.”

A big business concern was the flow of passenger traffic between the ferry terminal and the village, Colt said. Early proposals had the terminal complex elevated and more separate from the village, which would have made walking from the ferry to one of Woods Holes’ 12 restaurants a challenge.

“Woods Hole is an incredible walking village,” Colt said. “As a restaurant owner, if we didn’t have the traffic passing by with

people headed to the Vineyard, it would be very difficult to maintain the number of restaurants we have here.”

Bumpus called the proposal the “least bad” proposal on the table. The addition of a third operational boat slip, even though it’s planned as a maintenance bay, remains troubling.

“A potential increase in volume will be easier for them to accommodate,” she said. “While I believe them when they say they are not currently planning for it, it’s still a concern for the community.”

The Authority’s architects, Bertaux + Iwerks, will now complete the feasibility study with the approved design concept, Lamson said. From there, a more detailed plan, including cost estimate, site plan and design details, will be created. He plans to continue meetings with the working group through that process, and Bumpus said group members want to continue their involvement.

“I think we have good lines of communication. Now, we hope to continue to talk with them on all sorts of issues,” she said.

Follow Sean F. Driscoll on Twitter: @seanfdriscoll.

Kline house battle drags on

By MARY ANN BRAGG
mbragg@capecodonline.com

TRURO — The town has filed too much paperwork in two legal cases involving the controversial Kline house and a lot of it is irrelevant, according to a recent motion in the long-standing battle over the 8,333-square-foot South Truro residence.

The town, in turn, claims that the Kline family’s vague allegations have required a high volume of documentation, and that the family is stalling with the hope of draining the town’s financial resources and patience.

A hearing is scheduled for Tuesday in Land Court to hear the latest arguments.

The concrete and glass house on 9 acres of waterfront land has been a bone of contention since it was first planned in 2007 because it sits in a once-pristine area painted by American artist Edward Hopper.

A 2008 lawsuit by four neighbors against the Kline family and the town resulted in a 2011 state Appeals Court ruling that the town’s original building permits were invalid. That ruling led to a series of appeals by the Kline family, two of which are still in Land Court. Those two cases have been grinding their way through the process, and a third case in currently before the state Appeals Court.

The three-bedroom structure

at 27 Stephens Way is owned by a trust in the name of Andrea Kline, who lives in Boca Raton, Florida. Her husband, Donald Kline, died in 2009. The house has not been occupied except for a few days in 2012. The trustee is Duane Landreth, an attorney in Orleans.

“The hope — it seems — is that the more the trustee spends, the more the town will have to spend, and perhaps at some point taxpayer funds will no longer be applied to this zoning enforcement effort,” Truro attorney E. James Veara said in the Land Court court documents.

The town has spent \$176,000 on legal fees involving the house as of May 23, according to town records.

In late April, the town filed six motions for summary judgment in the two Land Court cases. Last month, Landreth filed a request to strike the town’s motions, claiming the volume of 144 pages violated

court requirements for “argument in summary form” and that some supporting material was “irrelevant, prejudicial and inadmissible” evidence.

“The (town) motions’ lack of clarity and focus make it all but impossible for (the) plaintiff to offer a meaningful response,” his motion stated.

In response, Veara argued that the town’s earlier request for specifics from Landreth resulted in a 600-page package being sent to the town. Veara also argued that the lack of specificity in some Kline allegations has caused the town to cover a wide array of possibilities in its response in court documents.

Veara asked for the town’s motions for summary judgment to be considered as they stand and that Landreth not be allowed more time.

Follow Mary Ann Bragg on Twitter at @maryannbraggCCT.



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At their June 2014 meeting, the SSA's Members approved the revised **Concept E2** as the preferred design concept for the reconstructed Woods Hole terminal. Our architects then updated the project's phasing parameters and its conceptual cost estimate, and submitted a draft report for the feasibility study. The draft report recounted the process that had been completed, including a description of how the "preferred alternative" was selected, and contained concept drawings for the "preferred alternative." The architects also modified the report to respond to questions and concerns raised by Catherine Bumpus, Co-President of the Woods Hole Community Association. At their December 2014 meeting, the SSA's Board then approved the report for the Woods Hole terminal reconstruction feasibility study, which was also supplemented with Chapter 13, entitled "Relocation of the SSA's General Offices."

B. All of the SSA's permits, licenses and other approvals for the project are based upon the terminal building's current proposed location, footprint and elevation.

With the approval of the project's feasibility study in December 2014, the SSA was finally in a position to move forward with the design and engineering for the project, and it did so. Over the following three years, our architects and engineers prepared and revised extensive submissions and project drawings in order to obtain all of the project's required permits, licenses and other approvals from the appropriate governmental bodies and agencies. All of those drawings and submissions, as well as the permits, licenses and other approvals that were then issued for this project, were based upon the currently proposed location, elevation and footprint for the proposed new two-story terminal building. These include:

- The Certification of the Massachusetts Secretary of Energy and Environmental Affairs on the SSA's Environmental Notification Form ("ENF") for the project (issued on October 23, 2015).
- The Falmouth Conservation Commission's Order of Conditions for the project (issued on April 13, 2016).
- The Massachusetts Department of Environmental Protection's Chapter 91 Waterways License (issued on April 25, 2017).

In addition, our architects finalized construction drawings and specifications in order for the SSA to be able to award the contract for the waterside work of the project (Phases 2 through 4), which the SSA awarded in December 2017. All of the permit and construction drawings have the building in its currently proposed location, and the terminal's new stormwater piping system running directly to the north and to the south of the building and connecting to outfalls that are now under construction. There are also numerous other utility runs throughout the site that would be impacted if the building were moved from its proposed location. And even if the stormwater management system and utilities could be redesigned effectively to accommodate the relocation of the building, relocating the building elsewhere on the site would also entail significant additional permitting, design and construction costs and would require approval by all of the appropriate permitting authorities.

The location of the building is also restricted by to the SSA's need to provide a convenient and efficient network of accessible paths of travel for the thousands of ferry passengers who pass through the terminal on busy days among all of the ferry slips, passenger boarding platforms, walkways, buildings, parking areas, bus berths and public sidewalks and streets. For example, the intersection of Railroad and Luscombe Avenues, which provide both pedestrian and vehicle connections to and from the terminal, abuts the site at an elevation of 5.6 feet. An accessible route must be maintained from those public ways up to the busway crosswalk and plaza, which is at an elevation of 10.5 feet, and the locations of the crosswalk and plaza were established to provide enough distance from the public ways so that the slope between them does not exceed that of an accessible walkway.

As observed by the Massachusetts Department of Environmental Protection in proceedings before the Department's Office of Appeals and Dispute Resolution where it successfully defended its written determination authorizing this project under Chapter 91 and the Waterways Regulations:

[T]his project's primary, if not sole purpose, is to provide water-related tidelands benefits to the public through a water transportation facility, and it does so on a very large scale It is reasonable to suggest that this may be the largest, most important water transportation facility in the Commonwealth. While there are other ferries and excursion vessels in other locations throughout Massachusetts, there is none operating on such a scale, serving so many people who not only utilize it in the pursuit of recreation and tourism, but also rely on it as transportation for the necessities of their lives as residents of Martha's Vineyard and Nantucket. It appears very unlikely that there is a facility that moves more people & goods over Massachusetts waterways than the Steamship Authority.

Department's Final Brief, filed Feb. 16, 2017, at p. 2 (OADR Docket No. 2016-025) (emphasis in original).

In sum, it is questionable whether the project could be redesigned to relocate the building elsewhere on site at a place that would meet the SSA's operational needs, including maintaining a convenient accessible route for passengers between the ferry slips and the terminal building, and not impeding traffic flow or increasing conflicts between vehicles and pedestrians within the terminal property. And even if the building could be relocated, such revisions would represent a major change to the project that could not be commenced until after the necessary licenses, permits and other approvals were obtained, and, in any event, would result in significant costs and a substantial delay of the project's construction schedule.⁴

⁴ Individual members of public also might contest the approval of any major changes to the project's licenses and permits, resulting in even greater cost increases and construction delays. In this regard, it should be noted that, after the Department of Environmental Protection issued its written determination authorizing the project under Chapter 91 and the Waterways Regulations in September 2016, 13 Falmouth residents challenged that determination, thereby delaying the issuance of the SSA's Chapter 91 license for the project by seven months.

C. The suggested alternative locations for the terminal building would have adverse impacts on safety and the SSA's operations and, in some instances, would result in more of the water view being blocked.

The specific locations where individuals have asked the SSA to relocate the terminal building are also all highly problematic. Relocating the building to any of those locations would result in undesirable accessible routes for passengers between the ferry slips and the terminal building, and would create traffic congestion and conflicts between vehicles and pedestrians at various points within the terminal. Further, moving the building to certain of those suggested alternative locations actually would result in an increased blockage of the water view from the Woods Hole Road/Water Street intersection.

1. Locating the building farther away from the water.

Nine people have asked that the building be located farther from the water, such as at the back of the vehicle staging area where the temporary building is now. Three other people have suggested a similar location for the building, parallel to Railroad Avenue either close to Railroad Avenue or where the old train station was. But the SSA already considered those suggested locations during the project's feasibility study and rejected them due to operational, traffic and safety concerns. For example, Concept B3.1, which located the terminal building 350 feet from the Crane Street Bridge, was rejected because the terminal building was too far from the water, especially for SSA passengers, including individuals with disabilities, who would have to walk between the building and the ferry slips in order to board the ferries. The SSA also considered locating the building on the north side of the property parallel to Railroad Avenue (Concepts A [A1], A2 and A3), but that also would have required passengers to walk a substantial distance between the terminal building and the ferry slips and, further, they would have to cross vehicular traffic (including shuttle buses, vehicles dropping off or picking up passengers, and vehicles going onto or exiting from the boats) in order to board or disembark from the ferries.

Nor would locating the building farther from the water in those suggested locations open up more of the water view. To the contrary, relocating the building there would actually result in more of the view of the water from the Woods Hole Road/Water Street intersection being blocked by the building. As shown by the renderings which the SSA included as part of its public presentation on June 9, 2014 (and which follow in this staff summary), all of the previous locations for the building that were considered by the SSA are again being suggested by members of the public – namely, Concepts A [A1], A2, A3, B [B1], B2, B3, B3.1 – would block more the water view from the Woods Hole Road/Water Street intersection than the building's currently proposed location – namely, Consensus Concept E.

CONCEPT A1



PHOTO MONTAGE

CONCEPT A2



PHOTO MONTAGE

CONCEPT A3



PHOTO MONTAGE

CONCEPT B1



PHOTO MONTAGE

CONCEPT B2



PHOTO MONTAGE

CONCEPT B3



PHOTO MONTAGE

CONCEPT B3.1



PHOTO MONTAGE

CONSENSUS CONCEPT E



PHOTO MONTAGE

2. Locating the building in the current employees' parking lot.

Six people also asked that the building be relocated to the current employees' parking lot. But this location would create insurmountable operational issues even greater than those presented in Concept D-1, which located the building on the south side of the property where the SSA's freight shed is currently located (just west of the SSA employees' parking lot). That option was rejected for a number of operational reasons, including significantly increased traffic congestion that would result at the terminal's Cowdry Road entrance. The building also would have been located too far from Woods Hole village to allow Woods Hole visitors convenient use of the building's public restrooms. A terminal building located in the current employees' parking lot would also be much too far from the water – especially for SSA passengers, including individuals with disabilities, who would have to walk between the building and the ferry slips in order to board or disembark from the ferries, and the building itself would be at an even higher elevation of at least 18 feet above sea level. In addition, passengers boarding or disembarking from the ferries would have to walk in front of the ferry vehicle transfer bridges on their way to or from the terminal building, increasing the risk of pedestrian/vehicular conflicts.⁵

III. Requests for the SSA to Relocate Certain Functions in the Terminal Building to a Second Building in order to make the Terminal Building Smaller.

Ten people also suggested that the SSA can reduce the size of the terminal building by constructing a second building, possibly in the existing employees' parking lot, to house certain of the terminal building's functions, such as the employees' spaces (employee restrooms, locker rooms and break room) and the offices that are going to be located in the terminal building. But, for several reasons, moving those functions to a second building would not result in the terminal building blocking less of the view of the water from Woods Hole Road or the Crane Street bridge.

First, even a one-story flat roof building will block the view of the water out to Devil's Foot Island and, because the terminal building will be more than 50 feet wide, it will have at least a low pitched roof, causing it to rise well above the horizon line and block a view of the water and islands beyond regardless of whether it is one or two stories.

⁵ One person also suggested that we “flip the whole thing” by placing premium parking at the currently proposed location for the terminal building, and locating the building where “the current close parking is.” But the only parking spaces provided for in the new terminal design are the short-term pick-up and drop-off spaces directly to the east of the terminal building (where, as discussed above, the building would block more of the water view) and the 70-to-75 current spaces in the existing employees' parking lot (where, as also discussed above, the building would create traffic congestion at the terminal's Cowdry Road entrance, be too far from the water for the SSA's passengers to have a convenient accessible route to and from the ferry slips, and require passengers to walk in front of the ferry slips' vehicle transfer bridges in order to board or disembark from the ferries, increasing the risk of pedestrian/vehicle conflicts.

Second, the footprint of the terminal building will not decrease because it is determined by the amount of space that is needed to be located within the building's first floor for public areas and the SSA's customer service functions. As shown on the building's current first floor plan on the following page, that space is principally devoted to the following:

- The building's waiting room (1,900 square feet) is similar in size to the waiting room of the SSA's Vineyard Haven terminal (1,821 square feet) even though around 90% more passengers travel from Woods Hole during the months of July and August (379,149 in 2018) than from Vineyard Haven (199,831 in 2018) and the Woods Hole waiting room also will serve as the waiting room for people waiting for our shuttle buses, Peter Pan buses and Cape Cod Regional Transit Authority buses, and for bicyclists and other Woods Hole visitors, particularly during rainstorms.
- The SSA has agreed to eliminate the 340-square-foot area that was proposed for a food concession area inside the building. Instead, the SSA is proposing a much smaller 132-square-foot area where only vending machines will be located for our customers' convenience at all times when the building is open to the public.
- The building's ticket seller/customer service area (248 square feet) is slightly smaller than the ticket selling/customer service area of the SSA's Vineyard Haven terminal (286 square feet) even though Woods Hole ticket sellers handle almost three times the number of transactions during the months of July and August (89,466 in 2018) than the SSA's Vineyard Haven ticket sellers (30,201 in 2018). Because the SSA will always be required to accept cash transactions, the ticket sellers will also need to have an adjacent room in which to count and store cash (116 square feet).
- The offices for the Woods Hole terminal manager and terminal agents (336 square feet) are slightly larger than the offices for the Vineyard Haven terminal manager and ticket agents (282 square feet), but over the years we have found the size of the offices for the Vineyard Haven terminal manager and terminal agents to be inadequate. Furthermore, reducing the size of these offices would not have an impact on the size of the building.
- The public restrooms in the Woods Hole terminal building (910 square feet) will be much larger than the public restrooms in the SSA's Vineyard Haven terminal (420 square feet), as the Vineyard Haven terminal's public restroom have not been large enough to meet public demand during busy times of the year. In addition, the Woods Hole terminal's public restrooms serve not only the SSA's customers, but also the customers of many of Woods Hole village's businesses and restaurants as well as numerous other people visiting Woods Hole and/or bicycling on the Shining Sea Bike Path. The Woods Hole terminal's restrooms will also include a separate family restroom, which the Vineyard Haven terminal does not have. The SSA also understands that, in determining the minimum number of required fixtures in the building's public restrooms, the State Plumbing Inspector will take into consideration not only the building's potential occupancy, but also the anticipated use of its restrooms by other members of the public who are outside on terminal property, and it is highly unlikely that the State Building Inspector will allow the SSA to have fewer fixtures in the public restrooms of the new terminal building than it currently has in the temporary terminal building.

First Floor Plan - Revised Saltbox & Gable



- 1. WAITING ROOM**
40'-0" X 50'-0"
- 2. VENDING**
15'-6" X 8'-6"
- 3. CASH ROOM**
15'-6" X 7'-6"
- 4. TICKETING**
11'-0" X 22'-6"
- 5. STAIR**
13'-6" X 16'-0"
- 6. JANITOR CLOSET**
4'-0" X 4'-0"
- 7. STORAGE**
12'-0" X 10'-0"
- 8. TERMINAL MANAGER'S OFFICE**
12'-0" X 10'-0"
- 9. TERMINAL AGENTS OFFICE**
13'-6" X 16'-0"
- 10. ELEVATOR**
- 11. UNISEX RESTROOM**
1 W.C. / 1 LAV 8'-6" X 8'-6"
- 12. PUBLIC MEN'S RESTROOM**
3 W.C. / 4 UR. / 4 LAV 13'-0" X 16'-6"
- 13. PUBLIC WOMEN'S RESTROOM**
12 W.C. / 10 LAV 24'-6" X 25'-0"
- 14. STAIR**
- 15. MECHANICAL**
4'-0" X 20'-0"

Thus, all of the rooms and areas on the first floor of the terminal building are public or customer service areas that need to be located there, and the square footage of each of those areas is now as minimal as we believe they can be while still being adequate for the purposes they serve.⁶

While relocating the second floor rooms and areas to another building would potentially eliminate the need for stairways and an elevator in the terminal building, the building's footprint would still have to be enlarged to hold the mechanical and electrical equipment that are currently proposed to be rooms on the second floor. Further, all of that equipment will need to be raised four feet from the floor so that they are at least 17 feet above sea level, which will result in a corresponding increase of at least a portion of the one-story building's roof.⁷ In addition, our architects have informed us that the State Building Code would still require the terminal building to have two gendered staff restrooms (as opposed to one unisex restroom). As a result, rather than its current two-story 113' x 52' footprint, a one-story building would have to have a footprint of 135' x 52' in order to house those restrooms and the mechanical and electrical equipment.

Third, the currently proposed two-story building is only slightly higher than a one-story building with a traditional gable roof because its design uses dormers to create space in the second floor that extends beyond a building's regular roofline. Indeed, the 40.5-foot high roofline of the current two-story Saltbox design alternative is almost seven feet lower than the roofline of a one-story building with a traditional gable roof, and the higher portion of the current two-story Gable design alternative is only 42 feet high for 60% of the building's length, dropping to 33.5 feet high when it is over the one-story waiting room, which takes up 40% of the building's length.

Our architects also have informed us that, based upon their conceptual cost estimate, constructing a second building in the employees' parking lot to house the employees' restrooms, locker rooms and break room, as well as the multi-purpose room, would result in a net increase in the SSA's construction costs of somewhere between \$2,250,000 and \$2,750,000,⁸ plus "soft

⁶ One person also suggested that the terminal building could be sized just to serve the winter population and, during the summer season, the SSA could have additional covered waiting spaces on the waterfront. But during the winter, the SSA still needs to have its waiting room to be able to hold around 300 people (which is what it is currently designed for) when inclement weather forces the cancellation of ferry trips. During the summer, the SSA needs to accommodate even more people. That is why the terminal will also have a covered waiting area on the waterfront between Slips 1 and 2, and canopies over portions of both of its passenger loading/unloading piers.

⁷ Alternatively, the equipment could be placed on top of the roof, but that would block the view even more and it would also create a less attractive building and subject the equipment to harsh weather conditions, increasing its maintenance costs and shortening its useful life.

⁸ The estimated net increase in construction costs of \$2,250,000 to \$2,750,000 is based upon our architect's conceptual construction cost estimate of \$2,500,000 to \$3,000,000 for the second building and its related site work, less \$250,000 of estimated cost savings from not having a second floor on the terminal building. Arriving at a more precise number would require a full schematic design effort in order to account for the impacts of, among other things, schedule delays and escalation, code compliance issues, and estimated design fees.

costs,” which are typically plus/minus 30% of the construction cost (somewhere between \$675,000 and \$825,000) and include design & engineering fees, permits, construction contingency, general requirements, bonds & insurance, and the General Contractor’s fee, for a total cost increase of somewhere between \$2,925,000 and \$3,575,000.

The SSA also would have to provide alternative parking for its employees while the second building is being constructed in the parking lot, most likely by having those employees park instead at its Palmer Avenue lot and transporting them by shuttle bus to and from Woods Hole, as there is simply no space on the site to create any more parking spaces to replace the ones that would be lost in the employees’ parking lot. Thus, employees would have to be required to report for work at the Palmer Avenue parking lot and paid for their time spent commuting between Palmer Avenue and Woods Hole (especially if they are given a time to be at Palmer Avenue to catch the shuttle bus in order to be able to be at their work station on time), and that would probably be one-half hour straight-time each way, for a total of one additional hour per day for the terminal employees and a total of one or two additional hours every two days for the vessel employees, depending upon whether their vessels are berthed overnight in Woods Hole or Vineyard Haven. We also would have to start our shuttle bus service at least an hour earlier each day, and end it an hour later as well, which would require at least one shuttle bus driver to work an hour of overtime in the morning each day and another driver to work an hour of overtime each night. Accordingly, based upon the approved 2019 Vessel Operating Schedules for the Martha’s Vineyard route and the employees’ current wage rates, and assuming it will take one year for the second building to be constructed, the SSA would incur additional payroll expenses of around \$940,000 to shuttle its Woods Hole-based vessel and terminal employees between the Palmer Avenue parking lot and the Woods Hole terminal during the construction of the second building in the employees’ parking lot.

And that is not all. Once completed, the building will permanently displace approximately 20 of the employees’ parking spaces, requiring at least 20 Woods Hole-based employees to report to work at the Palmer Avenue parking lot and be shuttled between Palmer Avenue and Woods Hole for the 50-year life of that building. The most likely employees to be shuttled would be the vessel employees who work on the two ferries that berth overnight in Vineyard Haven year-round, as those employees would only have to be paid one hour of straight (travel) time every two days, compared to one hour of straight (travel) time every day for the Woods Hole terminal employees. Those employees also report to work mid-day, so there would be no need to have a shuttle bus driver begin work an hour earlier every morning; and, because they stay overnight on Martha’s Vineyard, there similarly would be no need to have a shuttle bus driver work an hour later every night. Finally, having the crews of those two ferries park in the Palmer Avenue parking lot would free up 19 to 22 parking spaces in Woods Hole, depending upon which vessels are berthed overnight at Vineyard Haven, which should provide sufficient space for the new second building there.

But the cost of shuttling even this small group of employees would be substantial, around \$292,000 per year. As a result, over the 50-year life of the second building, the SSA would incur additional payroll costs of around \$14,600,000 to shuttle those 19 to 22 vessel employees between Palmer Avenue and Woods Hole.⁹ Accordingly, even if constructing a second building in the existing employees' parking lot would open up more of the water view from Woods Hole Road and the Crane Street bridge, which it will not, the staff would not recommend that the SSA incur additional expenses of more than \$18,000,000 in order to do so.¹⁰

IV. Requests that the Building Be Reoriented to Minimize the Blockage of the Water View.

Three people also suggested that the terminal building be reoriented in order to minimize the amount of the water view that is blocked. As currently proposed, the building is 113 feet long parallel to the waterfront, and 52 feet wide from east to west. Turning the building 90 degrees would therefore result in the building blocking only 52 feet of the view instead of 113 feet.

Several versions of this alternative were considered (Concept B4.1, Concept E1, Concept E3 and Concept E4) but rejected for a number of operational reasons, because turning the building 90 degrees would require it to extend farther toward the water and/or into the shuttle bus pick-up/drop-off lanes. If the edge of the building were located any closer to the water than shown on the current site plan, there would be insufficient space between the building and the ferry slips for trucks to load and unload from the ferries in Slip 2. Similarly, if the edge of the building were located any farther away from the water than shown on the current site plan, there would be insufficient space between the building and the automobile staging area for buses to drive by and drop off or pick up passengers. In addition, the buses cannot be rerouted to drive farther into the automobile staging area, as the currently designed staging area already cannot accommodate as many automobiles as were staged in the old automobile staging area.

The staff also has looked at the possibility of placing the shuttle bus pick-up/drop-off lanes where the terminal building and plaza are currently proposed to be located, and then placing the building at a 90-degree angle to the east of those bus lanes. But because that would result in the

⁹ The \$14,600,000 payroll cost estimate also essentially represents the "present value" payroll cost of shuttling those employees between Palmer Avenue and Woods Hole over the next 50 years. While future costs generally are discounted by an assumed rate of appreciation, which reasonably might be the anticipated annual rate of inflation, it also is reasonable to assume that the SSA's wage rates will similarly increase over the next 50 years by the anticipated annual inflation rate.

¹⁰ These expenses do not include the SSA's lost revenue from the parking spaces that are used by employees in the Palmer Avenue parking lot during summer weekends when all of its lots are full; nor do they include the additional shuttle bus and other operating costs the SSA would incur in opening its Thomas B. Landers Road parking lot earlier in the spring and keeping it open later in the fall.

eastern edge of the building being at least 113 feet closer to the Crane Street bridge than currently proposed, it would still block the same (if not more) amount of water view from the Woods Hole Road/Water Street intersection. In addition, passengers boarding or disembarking from the ferries would have to walk across the bus lanes to go to and from the terminal building, increasing the risk of vehicle/pedestrian conflicts; and the building's protrusion into the middle of the automobile staging area would reduce the number of cars that can be staged there and further complicate the SSA's vehicle boarding process by requiring the SSA to stage automobiles in specific lanes depending upon which slip their ferry is using.

V. Suggestions About How the SSA Can Reduce the Size of the Building.

A number of people also made suggestions about how the SSA can further reduce the size of the building.¹¹ We address each suggestion individually:

- A. Eleven people stated that the building will not need to have ticket seller/customer service stations because the SSA's customers will buy their tickets online or on their phones or at kiosks. They also stated that signage can also decrease customers' need to ask questions, and that ticket sellers can be assigned at the off-site parking lots.

Based upon the SSA's experience, the staff believes that the terminal building needs to have at least the five ticket seller/customer service agent stations that are currently included in the terminal building's design, which is the same number of ticket seller/customer service agent stations that were in the old Woods Hole terminal building and are currently in the temporary Woods Hole terminal building. During the busy summer season, all of those stations are often manned to service the large numbers of customers who need to buy tickets at the terminal or ask questions, and even with this number of ticket sellers on duty, the line of customers waiting for a ticket seller to handle their transactions or provide information regularly extends far outside the door. Further, this situation continues to exist despite the fact that last year the SSA began also assigning ticket sellers to the Thomas B. Landers Road parking lot on Friday and Saturday mornings during the busy summer season. And even when someone is not assigned to the fifth ticket seller/customer service station, that station still serves as a backup station for whenever there are computer or credit card processing issues in one of the other four stations.

In addition, there is no certainty that there will be a significant reduction in the number of over-the-counter transactions when SSA customers are able to purchase their passenger tickets online. (They already have long been able to make their vehicle reservations online.) For example, even though customers have been able to make reservations for the SSA's high-speed passenger

¹¹ Since the proposed Saltbox design for the building was presented to the public in October 2018, we already have been able to shorten the building's length by ten feet, from 123 feet to 113 feet, resulting in an additional 10-foot wide walkway area and view to the building's south side. As a result, the total net square footage area of the building is now less than what was presented to the community during the feasibility study phase of this project in November 2013 and June 2014 (with respect to those rooms/functions that were presented).

ferry online for many years and reservations are often needed for that ferry due to its limited capacity, only around 35% do so. Given that reservations will continue not to be needed to travel as a walk-on passenger on any of the ferries leaving from Woods Hole to Martha's Vineyard, it is unclear how many of those passengers will buy their tickets online just for the convenience of not having to buy them upon their arrival at the Woods Hole terminal.

In any event, the SSA's experience at the Hyannis terminal has shown that, even when customers have bought their tickets in advance, they still often ask ticket sellers for information. In addition, our ticket sellers frequently make or change vehicle reservations for customers at the terminal. Accordingly, we anticipate that at least five ticket seller stations will continue to be needed so that our ticket sellers will be able to provide our customers not only with tickets and vehicle reservations, but also the appropriate level of customer service. And even if the SSA could provide adequate customer service with fewer of those stations, the proposed five stations together occupy only 248 square feet of space in the new terminal building (at an average of 50 square feet per space), so eliminating one or two of them will not allow for a material reduction in the building's size.

- B.** A number of people also stated that the size of the terminal's building waiting room can be reduced.

Again, based upon the SSA's experience, the staff believes that the terminal building needs a waiting room of at least the size that is currently included in the terminal building's design. In this regard, the waiting room in the old Woods Hole terminal building, which was 1,032 square feet and could hold 150 people, could accommodate only a portion of the SSA's customers who often needed to wait in that room during both the summer and winter seasons. Because that amount of space had thus proven to be woefully inadequate over the years, the program for the new terminal building called for almost doubling the amount of space so that the waiting area could hold 300 persons, raising the net area to 1,900 square feet. As previously noted, the proposed waiting room is similar in size to the waiting room of the SSA's Vineyard Haven terminal (1,821 square feet) even though around 90% more passengers travel from Woods Hole during the months of July and August (379,149 in 2018) than from Vineyard Haven (199,831 in 2018) and the Woods Hole waiting room also will serve as the waiting room for people waiting for our shuttle buses, Peter Pan buses and Cape Cod Regional Transit Authority buses, and for bicyclists and other Woods Hole visitors, particularly during rainstorms.

It also should be noted that even one ferry trip cancellation could cause even the new waiting room to be crowded with people waiting for the SSA to resume service. The *M/V Martha's Vineyard* has the capacity to hold as many as 1,274 passengers, the *M/V Island Home* has the capacity to hold as many as 1,210 passengers, the *M/V Nantucket* has the capacity to hold as many as 768 passengers, and the SSA's freight boats can carry hundreds of passengers as well. Therefore, particularly during inclement weather, the SSA needs to be able to accommodate potentially many hundreds of customers inside the terminal building, and this need becomes all the more acute during the off-season when the SSA has to cancel multiple ferry trips due to bad weather and hundreds of customers end up waiting at the terminal for hours until ferry service is able to resume. During the summer, the waiting room also will have to accommodate all of the

bicyclists and other Woods Hole visitors who often seek shelter inside the terminal building during rainstorms.

- C. Four people stated that the SSA's management should not have their offices in the building.

In 2018, all of the SSA's management moved their offices from the second floor of the old Woods Hole terminal building to the SSA's new administrative offices at 228 Palmer Avenue, Falmouth. The only offices in the new Woods Hole terminal building are for the Woods Hole terminal manager and terminal agents, who work at the terminal and need to have their offices there so that they can perform their duties.

- D. Five people stated that the building does not need to have the multipurpose room which will serve as, among other things, a training room and meeting room, and that the SSA can rent a training room if it has to be in Woods Hole.

The building's single multi-purpose room (which is only 380 square feet) will be used for training that has to be conducted on-site, as well as a number of other activities that have to take place on-site.¹² These other purposes include meeting and work space for non-terminal employees when there are inspections, vessel mechanical issues, potential incidents, or other on-site meetings; and for Lost and Found personnel to email and call customers and conduct other administrative tasks. In addition, employees working at the terminal or on ferries docked at the terminal will be able to use the room during their shifts/watches to log into the SSA's new Learning Management System (LMS) computer system.

- E. Three people stated that all non-location specific uses should be relocated to buildings in more remote, non-waterfront land.

The SSA already has relocated all of its spaces for non-location specific uses out of Woods Hole, including all of its administrative offices and maintenance shops that had been located in the old Woods Hole terminal building. Nor is the SSA proposing to include in the terminal building any other functions that can be performed off-site.

As previously discussed, all of the rooms and spaces within the building's first floor are needed for public areas or the SSA's customer service functions. Within the second floor are the building's mechanical, electrical and communications/data equipment, the employees' restrooms, locker rooms and break room, and a multipurpose room that will be used for activities that need to be conducted on-site, as shown on the building's current second floor plan on the following page. The reasons for locating those second-floor rooms and areas in the second floor of the terminal building instead of locating them in a more remote second building in the area of the current employees' parking lot are explained in Part III of this staff summary.

¹² Training that can be conducted off-site is already being conducted at the SSA's new administrative offices at 228 Palmer Avenue in Falmouth. However, some training is still required to be conducted on-site.

Second Floor Plan - Revised Saltbox & Gable



- | | | |
|--|--|---|
| 17. MECHANICAL ROOM
15'-0" x 36'-6" | 21. STORAGE
10'-0" x 7'-6" | 25. BREAK ROOM
12'-0" x 31'-0" |
| 18. ELECTRICAL
7'-0" x 14'-6" | 22. LOCKERS
17'-0" x 24'-0" | 26. MULTI-PURPOSE ROOM
17'-6" x 21'-6" |
| 19. STAFF WOMEN'S RESTROOM
10'-0" x 8'-0" | 23. ELEVATOR | 27. TEL/DATA
11'-6" x 13'-0" |
| 20. STAFF MEN'S RESTROOM
10'-0" x 8'-0" | 24. ELEVATOR MACHINE ROOM
5'-0" x 6'-0" | 28. JANITOR CLOSET
5'-0" x 4'-6" |

- F.** Two people stated that the SSA's passengers can eat on the ferries or in town.

The SSA has eliminated the 340-square-foot area that was proposed for a food concession area inside the building. Instead, the SSA is proposing a much smaller 132-square-foot area where only vending machines will be located for our customers' convenience at all times when the building is open to the public. The staff believes that at least this minimum amount of food service is needed, as customers may be limited in their ability to obtain food on the ferries or in Woods Hole village early in the morning and late at night, as well as in other circumstances, such as during inclement weather and/or ferry trip cancellations.

- G.** Two people stated that the waiting room does not have to provide seats for an entire boatload of passengers at one time.

The waiting room will not provide seats for an entire boatload of passengers. The *M/V Martha's Vineyard* has the capacity to hold as many as 1,274 passengers, the *M/V Island Home* has the capacity to hold as many as 1,210 passengers, the *M/V Nantucket* has the capacity to hold as many as 768 passengers, and the SSA's freight boats can carry hundreds of passengers as well. The waiting room will only accommodate around 300 people and, while the amount of seating has not yet been determined, it will not be nearly enough for everyone to sit down.

- H.** One person suggested that the multipurpose room can be used to help accommodate the 300 passengers, and that the building's stairs can be open to the public for that purpose.

The SSA will consider opening up the multipurpose room when more people need to wait inside the terminal than the building's waiting room can accommodate. But those times can be expected to occur during ferry trip cancellations or weather-related events when the multipurpose room will need to be used by SSA employees and contractors, as well as other governmental officials, to address those particular situations. Therefore, the SSA cannot plan that the multipurpose room will always be available to accommodate additional people who need to wait inside the terminal.

In addition, the Woods Hole ferry terminal is a public transportation facility regulated by the Maritime Transportation Security Act of 2002 (the "MTSA") and considered to be part of the Commonwealth's critical maritime transportation infrastructure. As a result, the SSA's operation of the terminal is subject to overall regulation by the United States Coast Guard and the Transportation Security Administration section of the Department of Homeland Security for Transportation Workers Identification Credential ("TWIC") compliance under the MTSA. The MTSA requires the implementation of security plans for regulated entities, and the MTSA's primary focus is controlling access to facilities and vessels so as to detect and prevent acts of terrorism from affecting critical transportation infrastructure. The SSA anticipates that, pursuant to the security plan that will need to be implemented by the SSA under the MTSA with respect to the new terminal building, there will not be any public areas on the entire second floor of the building due to the critical building mechanical, electrical and communications/data rooms that will be located there, and that access to the second floor will be regulated.

- I. One person stated that the terminal building only needs a waiting room and restrooms.

For the reasons explained in Part III and Part V(H) of this staff summary, the first floor of the terminal building needs to contain all of SSA's public and customer service areas, including not only the public waiting room and restrooms, but also the ticket seller/customer service stations, cash room, the food vending machine area and the offices for the terminal manager and agents. Within the second floor are the building's mechanical, electrical and communications/data equipment, the employees' restrooms, locker rooms and break room, and a multipurpose room that will be used for activities that need to be conducted on-site. The reasons for locating those second-floor rooms and areas in the second floor of the terminal building instead of locating them in a more remote second building in the area of the current employees' parking lot are also explained in Part III of this staff summary.

- J. One person stated that the terminal building needs restrooms only for the SSA's customers, and not for anyone else.

The staff believes that, as a matter of public policy, the SSA should continue to allow all members of the public to use its public restrooms whenever the terminal building is open to the public. In this regard, historically the Woods Hole terminal's public restrooms have served, and should continue to serve, not only the SSA's customers, but also the customers of many of Woods Hole village's businesses and restaurants as well as numerous other people visiting Woods Hole and/or bicycling on the Shining Sea Bike Path. The SSA also understands that, in determining the minimum number of required fixtures in the building's public restrooms, the State Plumbing Inspector will take into consideration not only the building's potential occupancy, but also the anticipated use of its restrooms by other members of the public who are outside on terminal property, and it is highly unlikely that the State Building Inspector will allow the SSA to have fewer fixtures in the public restrooms of the new terminal building than it currently has in the temporary terminal building.

VI. Requests That the SSA Continue to Use the Temporary Terminal Building.

Six people have asked the SSA to continue using the temporary terminal building, and they believe it is working fine. But the temporary terminal building is not adequate to meet the SSA's needs. Its waiting room is far too small to accommodate the number of people who often need to be in that space. The offices for the terminal manager and terminal agents are similarly too small and, because of the lack of an additional room, often have to be used for other purposes, which interferes with day-to-day terminal operations. The employee spaces are also inadequate and will become only more so when the employee spaces for the outside terminal workers, which are currently located in the freight shed, are demolished.

Nor was the temporary terminal building designed for long-term use. It is modular construction, susceptible to foundation settlement, is not hurricane resistant, and does not meet flood zone requirements (*e.g.*, the building's elevation is at 9 feet even though the base flood elevation at that location is 13 feet). The State Board of Appeals issued a temporary variance for

the building and its use is not permitted beyond 2021 (although the staff anticipates requesting an extension of the variance so that more time is able to be spent developing the design of the terminal building in response to the public's input and suggestions).

VII. Other Suggestions About the Woods Hole Terminal Site.

A number of people also made suggestions about how the SSA can revise the current site plan for the terminal or change how it plans to conduct its operations. We address each suggestion individually:

- A. Three people suggested that the SSA transport its Woods Hole-based employees by shuttle buses from its Palmer Avenue parking lot, which would reduce the number of parking spaces the SSA needs at the terminal. They also suggested that SSA customers can similarly leave their cars in off-site lots and take shuttle buses to and from the terminal.

All of the SSA's walk-on customers already take the SSA's shuttle buses or other means of transportation from off-site locations to and from the Woods Hole terminal, except for a few hundred customers who are regular commuters and have parking permits to park in the parking lot on the other side of Little Harbor that is owned by the Town of Falmouth (alongside the Shining Sea Bike Path between Church Street and Nobska Road). The only parking spaces within the terminal itself will be dedicated for short-term pick-up and drop-off use, short-term parking for individuals with disabilities, and parking for employees who report to work at the terminal.

As previously explained in Part III of this staff summary, the SSA would incur additional payroll expenses of around \$940,000 per year to shuttle its Woods Hole-based vessel and terminal employees between the Palmer Avenue parking lot and the Woods Hole terminal. As a result, over the 50-year life of the terminal building, the SSA would incur additional payroll costs of around \$47,000,000 to shuttle the employees between Palmer Avenue and Woods Hole.¹³ The SSA would also incur lost revenue from the parking spaces that are used by employees in the Palmer Avenue parking lot during summer weekends when all of its lots are full, and additional shuttle bus and other operating costs to open its Thomas B. Landers Road parking lot earlier in the spring and to keep it open later in the fall.

¹³ The \$47,000,000 payroll cost estimate also essentially represents the "present value" payroll cost of shuttling the employees between Palmer Avenue and Woods Hole over the next 50 years. While future costs generally are discounted by an assumed rate of appreciation, which reasonably might be the anticipated annual rate of inflation, it also is reasonable to assume that the SSA's wage rates will increase over the next 50 years, and similarly by the anticipated annual inflation rate.

- B. Three people suggested that the SSA have outside shaded areas (possibly using sails) at various locations to accommodate adverse weather conditions, observing that outdoor space can be made more comfortable for passengers with benches, bike racks and porches.

The SSA already is planning to have a small covered waiting area on the waterfront between Slips 1 and 2, and canopies over the landward portions of its passenger loading/unloading piers, and hopes to be able to include some seating in those locations as well. In addition, the western (waterfront) and north (village) sides of the terminal building will have a terrace that will be partially covered to provide people with protection from the elements, and a portion of the plaza to the north of the terminal building (which will also have seating areas) will be able to be covered by removable umbrellas during the summer. The removable umbrellas will allow for protective cover during peak season, while minimizing the view impact a large year-round shelter might impose. The SSA's plans also include installing bike racks for approximately 100 bicycles in the park that will be located north of Slip 3 east of Luscombe Avenue.

- C. Two people suggested that the SSA not use Railroad Avenue for exiting cars because it could increase the risk of accidents involving pedestrians and vehicles.

The SSA's plans generally are to direct automobiles that are being loaded onto ferries docked in Slip 1 around the south side of the terminal building, and to have vehicles being unloaded from ferries in Slip 1 exit the terminal by way of Cowdry Road. This will allow passengers boarding or disembarking from those ferries in Slip 1 to walk directly between the terminal building and the South Pier without crossing the path of any of those vehicles, thereby reducing the risk of pedestrian/vehicle accidents within the terminal property.

With respect to ferries docked in Slip 2, the SSA's plans generally are to direct automobiles that are being loaded onto those ferries around the south side of the terminal building, and to have vehicles being unloaded from ferries in Slip 2 exit by way of Cowdry Road when passengers are boarding or disembarking from those ferries by means of the North Pier, so that those passengers similarly can walk directly between the terminal building and the North Pier without crossing the path of any of those vehicles. However, when there are ferries being loaded or unloaded at the same time in both Slips 1 and 2, the SSA may direct automobiles that are being loaded on the ferries in Slip 2 around the north side of the terminal building, and have vehicles being unloaded from those ferries in Slip 2 exit by way of Railroad Avenue, so that passengers boarding or disembarking from the ferries in both Slips 1 and 2 can walk directly between the terminal building and the South Pier without crossing the paths of any of those vehicles or any vehicles being loaded onto or exiting from ferries in Slip 1. Again, this will reduce the risk of pedestrian/vehicle accidents within the terminal property, which usually has far greater pedestrian activity than Railroad Avenue.

With respect to ferries docked in Slip 3, the SSA's plans generally are to direct automobiles that are being loaded onto those ferries around the north side of the terminal building, and to have vehicles being unloaded from ferries in Slip 3 exit by way of Railroad Avenue, so that passengers boarding or disembarking from those ferries will be able to walk directly between the terminal building and the North Pier without crossing the path of any of those vehicles. Again, this will

reduce the risk of pedestrian/vehicle accidents within the terminal property, which usually has far greater pedestrian activity than Railroad Avenue.

- D. Two people suggested that the greenspace in Sam Cahoon Park be buffered from the bike racks, that there be fewer bike racks there, and that the bike racks remain in their current location to ensure there is enough greenspace in the park.

During the development of its feasibility study for this project, the SSA agreed to extend part of the Shining Sea Bike Path that is on its terminal property from its current termination point midway up Railroad Avenue to the intersection of Luscombe and Railroad Avenues at the Sam Cahoon Park, and stated that it would provide bike racks for approximately 100 bicycles there. During the upcoming design development phase for that portion of the project, the SSA will consult with the Falmouth Bikeways Committee when determining how many bike racks should be placed in the park while maintaining a reasonable amount of greenspace there and identifying any other places within the Woods Hole terminal for the installation of any additional bike racks where they (as well as their accompanying bicycling activity) will not interfere with the SSA's operations.

- E. One person suggested that the diagonal drop-off/pick-up parking spaces should be parallel with the bus lanes instead of being off to the side.

The location of the diagonal drop-off/pick-up parking spaces was selected because the design team concluded that the long area that is cut out of the hillside on the south side of the automobile staging area would best be used for this purpose. If the spaces were situated diagonally beside the bus lanes, they would protrude too deeply into the automobile staging area, resulting in a loss of much-needed staging space. In addition, cars using the drop-off/pick-up spaces will exit the terminal by driving around the back of the automobile staging area to Railroad Avenue, using the same vehicle lane that will be used by permit holders who park their cars in the back parking lot on the other side of Little Harbor. By using this lane, those cars will avoid people walking between the terminal building and the automobile staging area, as well as all of the cars being directed from the staging area around the terminal building to be loaded onto the ferries, decreasing the risk of pedestrian/vehicle accidents and interference with the SSA's operations. Further, because of the shape of this area, it would be difficult to use it efficiently for any other purpose. For example, if the spaces were relocated beside the bus lanes, this area could not be used to replace a corresponding number of the lost automobile staging spaces.

- F. One person has suggested that at least one bus lane should be on the waterfront side of the terminal building for passengers coming off the ferries.

The SSA will ask its design team to consider this suggestion. The staff notes, however, that the SSA can direct buses to the waterfront side of the terminal building even without a bus lane being constructed there, and that it plans to try this alternative when there are no freight trucks that need to use that area in front of the building in order to be loaded onto or unloaded from ferries docked in Slip 2.

- G.** One person has suggested that the SSA should install solar panels on top of the bus waiting shelters.

The SSA is already evaluating the feasibility of installing solar panels on top of the bus drop-off and pick-up shelters that will be located to the east of the terminal building.

- H.** One person has suggested that the SSA eliminate parking spaces and create more off-site parking.

There will only be few customer parking spaces within the terminal itself, and they will be dedicated for short-term pick-up and drop-off use and short-term parking for individuals with disabilities. There will also be parking for employees who report to work at the terminal, and they will remain there for the reasons explained in Part II(C)(2), Part III and Part VII(A) of this staff summary.

- I.** One person has suggested that the SSA have traffic barriers on both sides of the traffic lanes and to have stop lights on the pedestrian crosswalks between the terminal building and the waterfront.

The staff does not believe that having traffic barriers and stop lights within the terminal property would be either practical or effective. A principal objective of this project is to provide a convenient and efficient network of accessible paths for the thousands of ferry passengers who pass through the terminal on busy days among all of the ferry slips, passenger boarding platforms, walkways, buildings, parking areas, bus berths and public sidewalks and streets. The constant erection and taking down of traffic barriers, depending upon the then-existing pedestrian and vehicular traffic flow, and the backup of pedestrian and/or vehicular traffic due to stop lights within the terminal property, would be extraordinarily disruptive to the SSA's terminal operations and may decrease safety rather than enhance it. The staff believes that the best approach is to provide separate avenues of travel for pedestrians and vehicles as much as possible, depending upon which ferry slip is then being used, and that the current site plan accomplishes this objective more so than any other alternative being suggested (see Part VII(C) of this staff summary), with the exception of the original Concepts B and C for the reconstructed Woods Hole terminal that provided for elevated passenger walkways between the terminal building and the ferry slips.

- J.** One person has suggested that the SSA have a pedestrian bridge between the terminal building and the ferry slips.

The staff agrees that having elevated pedestrian bridges between the terminal building and the ferry slips would further decrease the risk of pedestrian/vehicular conflicts within the terminal property, and notes that, in November 2013, both the original Concept B and the original Concept C for the reconstructed Woods Hole terminal had such elevated pedestrian bridges. However, in order for those bridges to be accessible routes, the first floor elevation of the terminal building would have to be at least 17 feet above sea level, which is four feet higher than its currently proposed elevation of 13 feet. Further, in response to strong objections from the Woods Hole community to those proposed bridges, the SSA agreed not to construct them.

- K. One person has suggested that the SSA preserve the train turn table wall and mount a plaque there to educate the public.

The SSA will ask its design team to consider this suggestion and, if the project reasonably can allow for the preservation of the train turn table wall, the SSA will also consult with the Woods Hole Historical Museum regarding what plaque should be mounted there to educate the public.

VIII. Concern About the Effect of Climate Change and Rising Sea Levels.

One person has expressed concern that climate change and rising sea levels might require an entirely different building as well as an entirely different location for it. In fact, mitigating the risk of climate change and sea level rise is one of the project's important criteria and is being actively addressed through resilient measures, including both the building's elevation and its resilient design at its currently proposed location. The elevation of the building's first floor will be 13 feet above sea level, and its base structural system essentially will create a flood proof "boat" resting on a 2.5-foot thick concrete pad to resist hydrostatic uplift forces. The current design for the building also includes twelve-foot high concrete walls extending to the second floor, the first four feet of which will be waterproofed to an elevation of 17 feet above sea level.

Earlier this year, the SSA engaged the services of the Woods Hole Group ("WHG") to perform an independent analysis of whether the SSA's plans to dry floodproof the building to 17 feet above sea level would be adequate to protect the building over the next 50 years against future storms and sea level rise in a changing climate. The WHG developed its own Design Flood Elevation ("DFE") that represents not only the highest flood elevation under current day conditions (generally prepared for the 100-year return period storm level), or base flood elevation, plus freeboard, but also the elevation that flood water is expected to reach over the 50-year service life of the building. In its draft analysis, the WHG concluded that, in order for the building to remain dry under all reasonable storm conditions over its 50-year service life, it should have a DFE of 17 feet NAVD88 and that, assuming four feet of dry floodproofing and deployable floodproofing are incorporated into the design of the building, as proposed by the SSA's design team, the recommended DFE of 17 feet NAVD88 will be met.

IX. Other Issues With Respect to the SSA's Operations.

Several people also took this opportunity to raise other issues they have with respect to the SSA's operations.

A. The amount of the SSA's traffic.

Nine people stated that the SSA has outgrown its Woods Hole terminal site and that any expansion of its ferry service for Martha's Vineyard has to occur at another site, as its Woods Hole operations are already too large and too commercialized to fit into the small village of Woods Hole. Five people also requested that the SSA move commercial truck traffic to New Bedford to

reduce noise and traffic in Woods Hole, and three other people asked the SSA to work with the City of New Bedford to reduce traffic to the terminal in order to preserve the integrity of the small village of Woods Hole. One other person specifically asked the SSA to address the problem caused by large trucks traveling to the ferries, observing that they cannot make the turn from Palmer Avenue to Locust Street and that the SSA should instruct its freight customers to use certain routes in Falmouth to avoid Main Street.

It should be noted that, in 2000, the SSA implemented a one-year pilot program, with an option to renew that program for another year, pursuant to which Hvide Marine Incorporated (Hvide) provided freight service between New Bedford and Martha's Vineyard, unrestricted as to the type of commodities carried, two times a day, five days a week (except legal holidays), from May 1, 2000 through October 31, 2000. Hvide operated from the New Bedford State Pier, and the SSA allowed Hvide to use its Vineyard Haven terminal facilities at no charge. The SSA also assumed responsibility for making all reservations, selling all tickets, and collecting all ticket proceeds, and paid Hvide \$1,484,500 (including a fuel adjustment charge) to provide the service that year.

By October 31, 2000, Hvide had carried a total of 1,900 trucks on a one-way basis between New Bedford and Martha's Vineyard, or an average of 14.5 trucks carried on a one-way basis each day. Only around 100 of the 1,900 trucks were carried in both directions on the ferry the same day (leaving New Bedford at 5:00 a.m. and returning at 2:00 p.m.), an average of less than one truck per day. The truck rates charged on the New Bedford-Martha's Vineyard route were in parity with the rates charged from Woods Hole, and the total revenue derived from the trucks (and associated passengers) carried on the route during 2000 was approximately \$235,000, or some \$124 per truck. The total cost of running the pilot program during 2000 was \$1,526,000 (including advertising and insurance), leaving an operating loss of approximately \$1,291,000. To put it in a little different perspective, revenues covered only around 15% of the cost of the service, and the SSA lost almost \$680 per truck carried on the route.

The New Bedford freight service in 2000 was limited to trucks 20 feet or over in length in an effort to maximize the number of larger trucks that could be carried directly to and from New Bedford and therefore reduce, to the fullest extent possible, the number of larger trucks traveling through Woods Hole. The SSA subsequently exercised its option to have Hvide provide the same freight service during 2001, with the only change being that Hvide was required to begin the service earlier in the year, on April 2, 2001, and to continue it later, through November 30, 2001, for the same \$1,548,750 in compensation called for in the agreement (equal to its base compensation for the year 2000 plus five percent). In 2001, the SSA also accepted reservations for commercial vehicles under 20 feet in length in order to encourage better utilization of the service.

During 2001, a total of 3,030 trucks (including 322 trucks less than 20 feet in length) were carried on a one-way basis between New Bedford and Martha's Vineyard, for an average of 18 trucks per day on a one-way basis. Total revenues derived from the trucks (and associated passengers) were \$352,470, or around \$116 per truck. The total cost of providing the service was \$1,595,000, leaving an operating loss of approximately \$1,242,500. Thus, even during the second

year of the service, revenues covered only around 22% of its cost, and the SSA lost around \$410 per truck carried on the route.

In October 2001, the SSA' Board voted to have the SSA provide freight service itself between New Bedford and Martha's Vineyard the following year from May 2, 2002 through September 25, 2002, contingent upon being able to enter into a satisfactory agreement with the City of New Bedford for the use of the New Bedford State Pier. However, for the following five months the City of New Bedford and the New Bedford Harbor Development Commission failed to respond to repeated requests from the SSA for permission to use the New Bedford State Pier. As a result, in March 2002, the SSA had to cancel the New Bedford freight service that it had proposed to operate itself during the 2002 summer season.

Because of the numerous and significant financial and operational obstacles to establishing a sustainable freight ferry service between New Bedford and Martha's Vineyard, the SSA also has encouraged Tisbury Towing & Transportation Co., Inc. (Tisbury Towing) to barge bulk freight and containerized cargo from New Bedford to Martha's Vineyard. In 2011, the SSA entered into a Declaration of Rights and Legal Relations with Tisbury Towing acknowledging that Tisbury Towing does not require a license or permission from the SSA to carry such bulk freight and containerized cargo by barge (as well as cranes and other large construction equipment that cannot reasonably be carried on the SSA's vessels because of their size, and vehicles carried in connection with and incidental to their carriage and used for their continued transport once they are unloaded from the barge). In 2016, the staff also recommends that the SSA entertain a proposal from Tisbury Towing to provide a barge and tug service for transporting freight vehicles between New Bedford and Martha's Vineyard on a "roll-on/roll-off" basis pursuant to a license agreement with the SSA, potentially without the payment of any license fees, but Tisbury Towing has not yet submitted a proposal to do so.

In 2012, the staff again analyzed whether it would be financially feasible for the SSA to provide freight service between New Bedford and Martha's Vineyard and ultimately concluded that it would not, not even during the peak summer months. But in October 2015, Falmouth Board Member Elizabeth S. Gladfelter asked the staff to revisit the possibility of the SSA providing freight service itself between New Bedford and Martha's Vineyard. Ms. Gladfelter stated that her desire was for the staff to investigate all of the options that might be feasible for providing freight service between New Bedford and Martha's Vineyard, using all of the available resources.

Accordingly, in April 2016, the staff issued its preliminary report on the feasibility of providing freight service between New Bedford and Martha's Vineyard in which it proposed a potential model for the service that the staff believes has the greatest chance of success over the long term. The parameters of that proposed model include having a private ferry operator provide the service, and not having the SSA subsidize the service, although the SSA would contribute towards it in several other ways, such as allowing the private operator to use the SSA's reservations system and the SSA's Vineyard Haven terminal (to the extent the private operator's vessel does not interfere with the SSA's own operations), and coordinating its sailing schedules with the private operator's schedules to the extent possible so that freight shippers can (if they want) use one service to travel to the island and the other service to travel back to the mainland (or vice versa).

Because the SSA also considers a potential freight ferry service between New Bedford and Martha's Vineyard a project that would have regional impact, the staff recommended, among other things, that the SSA work with the Cape Cod Commission, the Martha's Vineyard Commission, and public officials of all of the municipalities that could be affected by a New Bedford freight service for the purpose of submitting a joint request to the appropriate agency or agencies of the Commonwealth of Massachusetts and/or other local or regional governmental entities (1) to fund the construction, operation and maintenance of a suitable freight ferry terminal in New Bedford; and (2) to provide annual funding to the SSA for the New Bedford freight service in a sufficient amount to cover the difference each year between (a) the amount of the SSA's direct and allocated costs of the service, and (b) the amount of fares the SSA derives from the service.

In 2017, the SSA also hired Craig Johnson of Flagship Management to further explore the possibility of a freight ferry service between New Bedford and Martha's Vineyard that would be operated by a private vessel operator. Although Mr. Johnson is now with Flagship, in 2000 and 2001 he was with Seabulk/Hvide and was in charge of their operation in New Bedford that provided freight service to Martha's Vineyard pursuant to the request for proposals the SSA had issued at that time. In August 2017, Mr. Johnson issued his initial report in which he concluded that a private ferry operator could successfully provide a freight ferry service between New Bedford and Martha's Vineyard consistent with the SSA's proposed service model.

Unfortunately, at this time there are no suitable locations on the New Bedford waterfront that could be made available to accommodate the service without huge investment. The staff believes that the best location would be the New Bedford State Pier, which is located on MacArthur Drive south of Route 6 and was previously used by Hvide to provide New Bedford freight service during 2000 and 2001. But the State Pier would need substantial repairs in order to make it usable as a freight ferry terminal, and such repairs would have to be undertaken by MassDevelopment, which is now managing the State Pier. MassDevelopment also would have to approve any use of the State Pier as a freight ferry terminal and, because different public officials have different ideas about what use should be made of the State Pier, it may not want to explore any possible uses of the State Pier that are not supported by everyone who has an interest in that facility.

In addition, the draft Strategic Plan issued last year by the New Bedford Port Authority ("NBPA") for the years 2018 through indicates that, while the NBPA supports the expansion of passenger ferry service for the purpose of drawing visitors to the New Bedford waterfront, that support does not necessarily extend to the operation of freight ferry service from the State Pier. Rather, it appears that the NBPA would like any freight ferry terminal to be located at the North Terminal, which is not yet constructed to accommodate a freight ferry service, and a further drawback of the North Terminal is that it is north of the New Bedford-Fairhaven Bridge, which the Massachusetts Department of Transportation has classified as "functionally obsolete."

Meanwhile, the SSA has attempted to reduce early morning noise at its Woods Hole terminal as much as possible, as well as the noise from trucks traveling travelling to and from its Woods Hole terminal. The list of actions that have been taken include:

- The SSA changed its methods of staging trucks at the terminal during the early morning minimizing the need for trucks to back up (or use their backup alarms) when being staged

before being loaded onto the ferries. As a result, the use of trucks' backup alarms has been eliminated almost entirely.

- The SSA stopped assigning the *Katama*, *Gay Head* or *Sankaty* to operate the 5:30 a.m. freight trip, as all of those boats require trucks to back up, and use their backup alarms, when they are being loaded onto those boats. The SSA now assigns only the *Governor*, *Woods Hole* or another drive-through ferry to run that 5:30 a.m. freight trip, because trucks drive forward onto those boats when they are loaded.
- The SSA delayed the opening of the Woods Hole terminal to 5:00 a.m. and prohibits trucks from entering the terminal before that time.
- The SSA has added a message to its variable message sign on Route 28 advising drivers traveling down the highway between 3:00 a.m. and 5:00 a.m. that no trucks are allowed to enter the Woods Hole terminal prior to 5:00 a.m.
- Not allowing trucks to arrive at the Woods Hole terminal during the early morning more than a specified time prior to their reservations, and not allowing any trucks that are attempting to travel on a standby basis to arrive at the terminal before 6:30 a.m.
- The SSA periodically sends emails to its freight shippers reminding them that their truck drivers are not allowed to idle their engines longer than five minutes while they are at the terminal; that they should obey the posted speed limits and that shippers with 5:30 a.m. reservations should not exceed the speed limit on any roads in Falmouth or 35 miles per hour, whichever is lower; that they should not to use their Jake brakes while they are on Woods Hole Road; that they should not park or stage their vehicles on Woods Hole Road prior to arriving at the terminal; that they should respect the right of way of bicyclists; and that they may not arrive at the Woods Hole terminal earlier than allowed.
- The SSA has placed signs at various location around the terminal reminding customers of the Massachusetts "Anti-Idling" Law.
- The SSA has limited the size of the trucks it carries on its 5:30 a.m. freight trip from Woods Hole to trucks that are less than 40 feet in length.
- The SSA kicks out truckers who repeatedly violate the SSA's policies and also cancels their reservations or prohibits them from traveling on a standby basis when necessary to ensure that the SSA's regular freight customers adhere to the SSA's policies.

B. Opposition to more parking lots in Woods Hole.

One person stated that she does not want any more parking lots in Woods Hole, and the staff wants to assure her that the SSA is not proposing to construct any more parking lots in Woods Hole. In fact, as a result of the reconstruction of the Woods Hole terminal, the SSA has lost all of its long-term customer parking spaces at the terminal and approximately 160 additional customer parking spaces in its Palmer Avenue parking lot. But despite the loss of those spaces, the SSA should still have sufficient parking capacity to park the cars of all of its customers except during a few peak summer weekends.

In June 2015, the SSA opened its new 1,922-space parking lot on Technology Park Drive (the TBL Lot). At the same time, it stopped using the following other off-site lots that it had been using on a regular basis during the summer:

- 677 Gifford Street – around 350 parking spaces;
- 709 Gifford Street – around 600 parking spaces;
- Falmouth High School (874 Gifford Street) (previously leased by the SSA for use on summer weekends) – around 500 parking spaces;
- 1249-1955 Route 28A, Cataumet (Bourne) (the Cataumet Lot) – (leased by the SSA for use during summer weekends) – around 900 parking spaces.

The only exceptions to the closings of those other off-site lots have been during busy weekends during the summer. Although the SSA could have decided to turn away the additional customers whose cars could not be parked in its current parking lots, it felt that such an action would create more traffic problems in Falmouth if those customers had no choice but to “troll” the streets trying to find parking spaces at other locations. Therefore, it has re-opened its Cataumet Lot on those weekends to park the cars of those additional customers, and also had leased the Falmouth Ice Arena’s parking lot for customer parking as well during those times.

The Cataumet Lot is located even farther away from downtown Falmouth than the SSA’s TBL Lot, and SSA shuttle buses traveling between the Cataumet Lot and the Woods Hole terminal simply continue to use Route 28 past the TBL lot to the Otis Rotary and then south on Route 28A to the Cataumet Lot. Accordingly, the SSA does not believe that the occasional re-opening of that lot creates create any significant traffic congestion.

C. Suggestion that the SSA have creative ways to tie into other transportation systems and explore summer service directly between Boston and Martha’s Vineyard.

One person suggested that the SSA develop a plan for creative ways to tie into other transportation systems and also explore providing summer service directly between Boston and Martha’s Vineyard. In response, the staff notes that the SSA’s Board has recently authorized the staff to engage the services of an outside consultant to develop a strategic plan for the SSA with significant input not only from the Board, Port Council and SSA employees, but from the SSA’s constituent communities and other stakeholders as well. However, the development of the SSA’s strategic plan will not take place overnight; the process is anticipated to take as long as two years.

It also should be noted that, in addition to exploring the feasibility of a freight ferry service between New Bedford and Martha’s Vineyard, as described in Part IX(A) of this staff summary, the SSA already has encouraged other means of transportation between the Massachusetts mainland and Martha’s Vineyard that does not require passengers to travel through Woods Hole. In the 1980s, the SSA licensed a private ferry operator to provide high-speed passenger ferry service directly between Boston and Martha’s Vineyard (as well as directly between Boston and Nantucket), but the ferry operator discontinued that service after a few years. Also in the 1980s, the SSA licensed another private operator who ran a passenger train service on weekends during

the summer between Boston and Wareham, to provide passenger ferry service directly between Wareham and Martha's Vineyard as a continuation of that service. But that operator similarly discontinued its service after a few years.

In the 1990s, the SSA adopted a Policy pertaining to the Licensing of Private Vessel Transportation Services ("Licensing Policy") pursuant to which three other private ferry operators are currently licensed by the SSA to provide passenger ferry service between the Massachusetts mainland and Martha's Vineyard during the summer season, thereby reducing traffic congestion and parking problems in Woods Hole.

Hy-Line: For decades, Hyannis Harbor Tours, Inc. (Hy-Line) has provided passenger ferry service between Hyannis and Oak Bluffs with its conventional vessels. Beginning in the 1980s, the SSA licensed Hy-Line to provide additional service on that route and then, in 2005, also allowed Hy-Line to provide high-speed passenger service on that route on a year-round basis. It turned out that Hy-Line's ridership levels were not sufficient to sustain its high-speed service on the route on a year-round basis, so over the course of several years the SSA allowed Hy-Line to reduce its high-speed operating schedule to the point where it now provides that service (carrying up to 149 passengers on each of its five daily round trips during the height of the summer) only on a summer seasonal basis beginning in May and ending in October each year.

Pied Piper: Beginning in 1996, the SSA has licensed Cape & Islands Transport, Inc. (CIT) to provide passenger ferry service between Falmouth Inner Harbor and Edgartown on a summer seasonal basis. CIT is now providing that service with the *M/V Pied Piper*, carrying up to 100 passengers on each of its four daily scheduled trips during the summer (with a fifth trip on Fridays).

SeaStreak: In 2003, the SSA entered into an agreement with New England Fast Ferry of Massachusetts, LLC (which later became SeaStreak, LLC), pursuant to which SeaStreak was licensed to provide year-round high-speed passenger service between New Bedford and Martha's Vineyard with up to two vessels, each with a capacity of 149 passengers. SeaStreak's service commenced in 2004, and the SSA has allowed SeaStreak to use its Oak Bluffs and Vineyard Haven terminals on Martha's Vineyard to provide the service, subject to coordination with the SSA's schedules and safe operating conditions.¹⁴ It turned out that SeaStreak's ridership

¹⁴ In 2001, the SSA also had purchased all of the assets of Cape Island Express Lines, Inc., including the *M/V Schamonchi*, which had provided summer seasonal passenger ferry service between New Bedford and Martha's Vineyard since 1977. The SSA continued to operate the *M/V Schamonchi* between New Bedford and Martha's Vineyard during the summer seasons of 2001, 2002 and 2003, but during those years it lost \$470,246, \$1,020,510 and \$661,625, respectively, on the service and carried fewer and fewer passengers (92,403, 90,613 and 60,950, respectively). In 2004, the SSA privatized the service and awarded a contract to a private operator to provide traditional ferry service between New Bedford and Martha's Vineyard during the 2004 and 2005

levels were not sufficient to sustain the service on a year-round basis, so over the course of several years the SSA allowed SeaStreak to reduce its operating schedule to the point where it now provides its service only on a summer seasonal basis, carrying up to 149 passengers on each of its five daily scheduled trips (with a sixth trip on Fridays).

Thus, while the SSA does not have the resources itself to provide ferry service to Martha's Vineyard from other locations in Massachusetts, over the years it has licensed several private ferry operators to do so; and if those or other private ferry operators were to ask the SSA for permission to operate additional ferry routes directly between Boston (and/or other off-Cape locations) and Martha's Vineyard, the SSA would certainly consider those applications in accordance with its Licensing Policy.

D. Suggestion that the SSA make the webpage for the Woods Hole Reconstruction Project easier to find.

One of the four photographs that alternate on the homepage of the SSA's website (beside its popular "Plan Your Trip" feature) is entitled "Woods Hole Terminal Reconstruction Project Updates." People visiting the SSA's website need only to click on that photograph to be taken to the webpage for the project, on which the SSA has attempted to post the latest project updates, recent presentations, current designs, and related documents. People visiting the SSA's website can also get to that webpage by clicking on the "About" tab on the website's homepage, then clicking on "News," and scrolling down that page to "Current Project Updates." The SSA's Communications Director, Sean F. Driscoll, welcomes any other suggestions about how this information might be presented on the website.

X. Comments About the Woods Hole Terminal Design Process.

A number of people also commented about the SSA's design process for the Woods Hole terminal reconstruction project, with 24 people saying that there has been inadequate community input and/or the SSA is not listening to the community. On the other hand, nine people expressed their appreciation of the SSA's efforts to address the community's concerns. In addition, eleven people asked the SSA to find an architect (ideally a local architect) who understands and respects the look and scale of Woods Hole, and three people stated that the SSA should not design a new terminal building until it knows what its needs are through long-range planning.

The staff believes that the SSA has provided for a substantial amount of community input with respect to its reconstruction of the Woods Hole terminal and that we are in fact listening to the community. For example, our architects began the project's feasibility study by conducting

summer seasons. In 2004 and 2005, the private operator carried only 19,541 and 9,905 passengers, respectively, between New Bedford and Martha's Vineyard, principally due to SeaStreak's introduction of high-speed passenger ferry service between those two communities in 2004 (described above), and no "slow-speed" ferry service has been provided between New Bedford and Martha's Vineyard since then.

numerous interviews with both internal and external stakeholders to better understand their important issues and perspectives, including the Woods Hole Community Association (“WHCA”), the Woods Hole Business Association, and the Town of Falmouth Planning Department. When the architects then developed their three initial alternative concepts to support the project’s broad objectives (Concepts A, B and C), they presented them to the Woods Hole community the same week in November 2013 as they presented them to the SSA’s Board. As described in Part II(A) of this staff summary, following that presentation, both the staff and the architects met numerous times with the Woods Hole Community Working Group and develop several series of additional concept alternatives in an attempt to address particular community concerns, and the SSA presented those additional concept alternatives to the community at two more public presentations in April and June 2014.

By all accounts (as reported in both The Falmouth Enterprise and the Cape Cod Times), that process produced a consensus site plan for the reconstructed terminal that included a two-story terminal building in its currently proposed location and with a slightly larger footprint than what the SSA is now planning to build. Based upon that consensus site plan, the SSA then applied for and ultimately obtained all of the necessary licenses, permits and other approvals for the project. And there was more community input during the project’s permitting phase as well:

- The Massachusetts Secretary of Energy and Environmental Affairs received 21 comments on the SSA’s Environmental Notification Form (“ENF”) for the project, including comments from the WHCA and several Woods Hole residents.
- The Falmouth Conservation Commission held numerous hours of hearings on the SSA’s application for an Order of Conditions for the project and, in connection with those hearings, received several submissions from the WHCA. The SSA provided responses to those submissions, and the Commission’s Order of Conditions includes many of the environmental safety or mitigation measures that were suggested by the WHCA.
- In April 2016, the Massachusetts Department of Environmental Protection also held a hearing in the Falmouth Public Library on the SSA’s application for a Chapter 91 Waterways License for the project. The Department also received fifteen comment letters about the project before the hearing and eight additional comment letters after the hearing, most of which were submitted by the WHCA and Woods Hole residents. In June 2016, the SSA responded to each and every one of those comment letters in a 47-page submission (plus 79 pages of exhibits).

In addition, the project has been a subject of discussion at almost every monthly SSA Board and Port Council meeting over the past six years, and all of those meetings have been open to the public so that members of the SSA’s constituent communities can provide input about all aspects of the SSA’s operations, including the Woods Hole terminal reconstruction project. However, in August 2017, work on the design for the terminal building itself was suspended so that the SSA could focus on more pressing phases of the project, including finalizing its construction drawings and specifications for the waterside work of the project (Phases 2 through 4). Over the following year, the SSA not only awarded the contract for the project’s waterside work, but also completed the construction of the temporary Woods Hole terminal building and the SSA’s new administrative office building at 228 Palmer Avenue in Falmouth so that all of its employees in the old Woods

Hole terminal building could move to their new locations by February 2018 and the old terminal building could be demolished.

During the summer of 2018, the SSA had its architects resume working on the terminal building's design and presented the architect's proposed schematic design for the building to the SSA's Board and Port Council at their regular monthly public meetings in September 2018, before presenting it again to the Falmouth and Martha's Vineyard communities at two additional public presentations in October 2018. The express purpose of those presentations was to receive public input on the design and, at the presentations, we invited members of the public to submit written comments to us about the building. Since then, as described at the beginning of this staff summary, the SSA has made great efforts to come up with a revised design for the new terminal building that meets the SSA's needs while respecting Woods Hole's unique character and the wishes of its residents.

Thus, the staff does not believe that there has been a lack of opportunity for public input with respect to this project or that the SSA has not been listening to the community. Rather, the staff and the Woods Hole community appear to have very different and often competing objectives and perspectives regarding what the terminal should be. Principal purposes of the project include improving the ferries' side passenger loading/unloading operations from adjacent piers to provide for better accessibility, reducing delays in boarding/disembarkation operations, and improving pedestrian safety and convenience. But those objectives for the new terminal are not necessarily priorities for the Woods Hole community. In addition, the SSA's ability to respond to community concerns about the terminal's layout are constrained by the limitations of the relatively small site and the interaction of two potentially conflicting sets of legal requirements that create enormous practical challenges for any water dependent facility, especially a ferry transportation terminal:

- State Building Code requirements that anticipate the effects of climate change, particularly the potential for sea level rise and associated impacts from major storm events. The most significant impact of these requirements on this project is the need for the SSA to build its new ferry terminal building so that the elevation of its first floor is no lower than 13 feet above sea level (assuming that the SSA will be able to obtain a variance from the expected requirements of the next edition of the State Building Code, which otherwise would require the building's first floor elevation to be even higher), and to dry floodproof the building to an elevation of 17 feet above sea level.
- Federal and state accessibility requirements that mandate a network of accessible paths for the thousands of ferry passengers who pass through the terminal on busy days among all of the ferry slips, passenger boarding platforms, walkways, buildings, parking areas, bus berths and public sidewalks and streets. Individuals crossing the property must be able to do so on accessible paths that both start and end at elevations as high as 13 feet (terminal building) and 14 feet (forward vessel passenger loading platform), as well as on accessible paths between each of those high locations and the low elevation at the foot of Railroad Avenue (which is at an elevation of 5.6 feet), and the SSA has to manage both vehicular and pedestrian traffic within the terminal to ensure the safety of its customers, employees and visitors regardless of which ferry slip or slips are then being used.

The huge divide between the SSA's and the Woods Hole community's hopes and expectations for the new ferry terminal have been apparent since November 2013, when the SSA's architects presented their initial three alternative concepts for the terminal. In order to arrive at those concepts, the architects had developed a site program for the terminal, identifying and documenting the capacity and adequacy of each site component to support what was then the current level of ferry operations there. (The program was not sized for growth.) Of the initial three alternative concepts, only **Concept C** was able to support all of the SSA's program needs that had been identified for the terminal, and it was based upon having a full second level on a deck that would have been built beginning about half-way away from the water. The terminal building would have been located on top of the deck, generally at the midway point of the property, and, there would have been elevated pedestrian walkways from the terminal building to the ferry slips. Buses and vehicles would have dropped off and picked up passengers behind the terminal building; however, because the deck (and the first floor of the terminal building) would have been at a higher elevation (25 feet above sea level), the buses and vehicles would have entered the property immediately after going over the Crane Street bridge, and they would have exited the terminal by continuing over a ramp to Cowdry Road. The terminal's lower level staging operations would have been similar to what takes place today, although automobile staging would have been located under the deck. Finally, because the deck would have created more space for terminal operations, **Concept C** also would have provided room for metered public parking spaces, more accessible parking spaces, shuttle bus spaces, and a larger buffer area around the bike path.

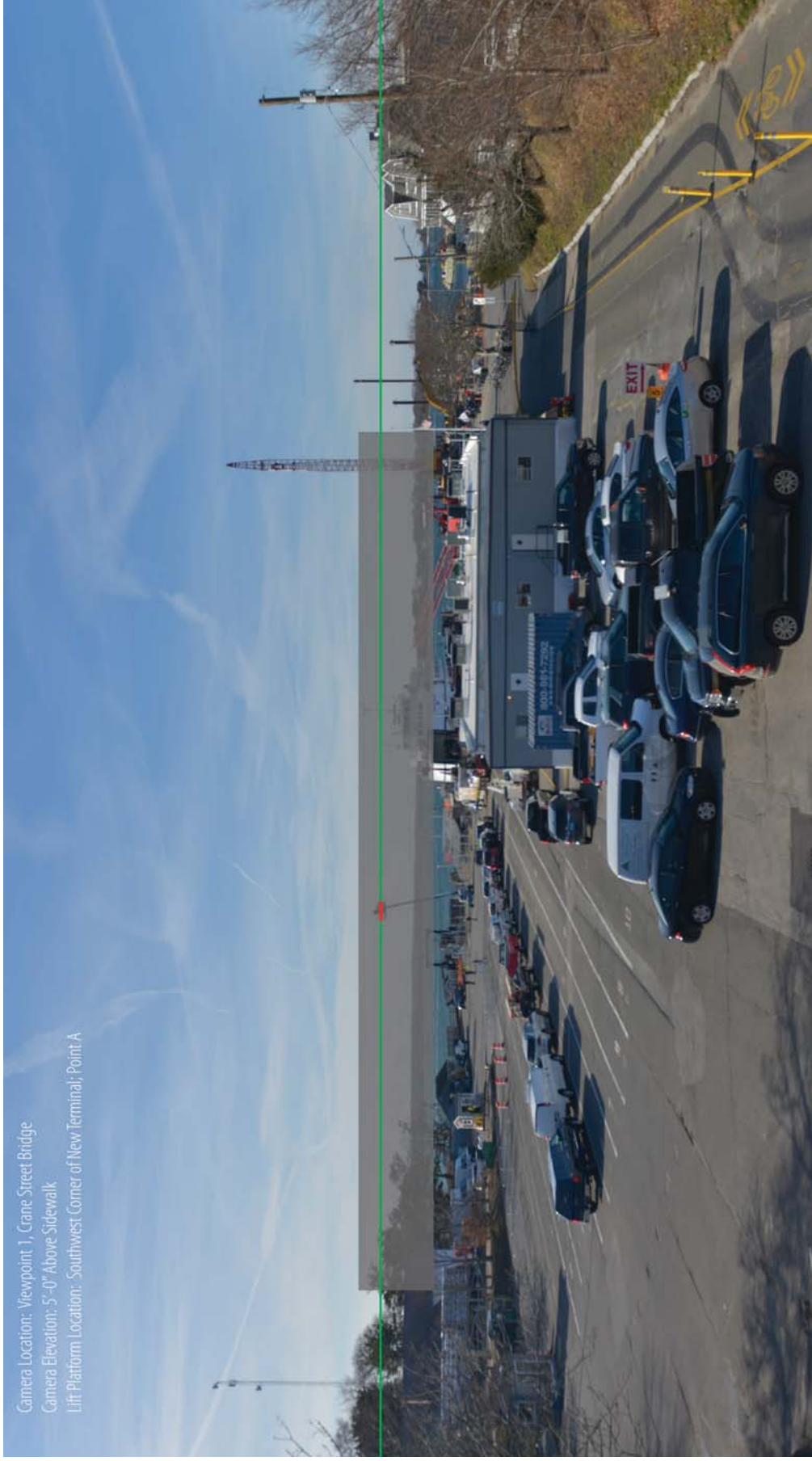
But the Woods Hole community strongly objected to the SSA's consideration of **Concept C**, and one of the community's principal objections was that the proposed terminal building, whose first floor elevation would have been at 25 feet above sea level, would have blocked the view of the ocean, particularly from in front of the public library at the Woods Hole Road/Water Street intersection. Indeed, as shown on the following page, **Concept C's** proposed terminal building would have blocked the view of the water across practically the entire terminal property.

In response to the community's objections, the SSA abandoned the potential construction of a two-level terminal, as envisioned in **Concept C**, and began working with the Woods Hole Community Working Group to develop and consider numerous other potential terminal layouts. As a result of those efforts, as well as the SSA's more recent efforts over the past nine months to further reduce the size of the terminal building, much of the water view from in front of the public library will no longer be blocked by the new terminal building (as shown on the second following page). In addition, compared to the architects' original alternative concepts for the terminal, the staff believes that the SSA's current site plan for the project has addressed most (if not all) of the principal objections to the original alternative concepts that were expressed by the Woods Hole Community Working Group in December 2013, as follows:

- The size of the terminal building has been reduced to be more in line with the size of the Vineyard Haven terminal building, and it will be two stories to further reduce the building's footprint. By dry floodproofing the building, the SSA will also hopefully be able to lower its elevation from 17 feet (**Concept B**) or 25 feet (**Concept C**) to 13 feet above sea level
- The current site plan includes a plaza to the north of the terminal building that, in addition to being used for luggage handling and passenger queuing, will serve as the beginning of an open corridor that connects the terminal to the village.

Concept C View Shadow

First Floor El. 25'-0" Roof Ridge El. 55'-0"



Camera Location: Viewpoint 1, Crane Street Bridge
Camera Elevation: 5'-0" Above Sidewalk
Lift Platform Location: Southwest Corner of New Terminal; Point A

El. +40.5 Feet

Camera Location: Viewpoint 1, Crane Street Bridge

Camera Elevation: 5'-0" Above Sidewalk

Lift Platform Location: Southwest Corner of New Terminal; Point A



- The terminal building does not include any spaces for any aspects of the SSA's operations that can be performed off-site.
- The SSA's architects have paid attention to the character of the terminal building and, by further revising the building's design after receiving and discussing additional input and suggestions from the public, they should be able to arrive at a revised design for the building that better reflects the character, look and feel of Woods Hole.
- The current site plan extends the Shining Sea Bike Path to the intersection of Luscombe and Railroad Avenues and provides bicycle racks at the end of Luscombe Avenue.
- The current site plan also does not include the two elevated pedestrian walkways between the terminal building and the ferry slips that were included in both the original **Concept B** and **Concept C**.

Importantly, the SSA must now proceed promptly with the development of the building's design so that construction drawings and specifications for the building can be prepared, and the SSA can award the building's construction contract, in order for the building to be completed before the temporary terminal building's variance expires. Currently that variance is set to expire in 2021, but the staff anticipates that the State Building Inspector will support the SSA's request for an extension of the variance before the State Board of Appeals so that more time can be spent developing the design of the terminal building in response to the public's input and suggestions.

While three people have asked the SSA to delay the design of the new terminal building until after it knows what its needs are through long-range planning, their concerns are based upon either the misperception that the SSA is designing the terminal building (and the entire project) for continued expansion of its Woods Hole operations and possibly even unlimited growth, or their hope that, in the future, a portion of the vehicles traveling to and from Martha's Vineyard via Woods Hole will instead travel via an off-Cape port, which might cause the Woods Hole terminal to be designed differently.

But, as previously discussed, the SSA is not designing the terminal building (or any other aspect of the project) for growth. In this regard, the principal purposes of this project have been as follows:

- ensuring that the terminal's marine structures (*e.g.*, bulkheads, dolphins, fenders and transfer bridges) will be in good and suitable condition to maintain the SSA's ferry operations for the foreseeable future;
- constructing a preferred slip configuration that optimizes navigation and access from the water
- increasing the length of the transfer bridges for each of the slips from 30 feet to 50 feet to allow for the loading and unloading of all vehicles during high and low tides and also to allow them to be barrier-free accessible routes for passengers under both state regulations and proposed federal regulations;
- increasing the amount of landside space in front of the transfer bridges to accommodate vehicle turning movements and improve pedestrian/passenger safety;

- improving side passenger loading/unloading operations from adjacent piers to provide for better accessibility, to reduce delays in boarding/disembarkation operations, and to improve pedestrian safety and convenience;
- providing a convenient and efficient network of accessible paths of travel for the thousands of ferry passengers who pass through the terminal on busy days among all of the ferry slips, passenger boarding platforms, walkways, buildings, parking areas, bus berths and public sidewalks and streets; and
- protecting the ferry terminal's operations from the effects of climate change, particularly the potential for sea level rise and associated impacts from major storm events.

As the Department of Environmental Protection's hearing officer observed in recommending that the SSA receive a Chapter 91 Waterways license for the project with conditions:

After construction, the availability of Slip #3 as an operating slip will allow the SSA to tailor the operational uses of all three slips at the Terminal to maximize safety based upon weather and sea conditions, as it will provide the SSA's captains with the option of using that slip if it is preferred at the time based upon current and wind conditions, particularly when winds are coming from the north, northwest and northeast. Having three fully operational slips will also allow the SSA to improve management of vehicular traffic on the Terminal Site and ensure that there are accessible routes between the Terminal Site and all ferry vessels (each of which has a different freeboard height) under all tide conditions, regardless of which slip a ferry uses. But the proposed Project itself will not result in an increase in the number of ferry trips provided by the SSA between Woods Hole and Martha's Vineyard. The size of the Site's vehicle staging area acts as a practical constraint on handling more traffic at the Terminal Site. Any long-term, substantial increase in ferry trips to and from the Terminal Site would require a larger vehicle staging area, which the Project will not provide.

Recommended Final Decision, OADR Docket No. 2016-025, at pp. 47-48 (March 27, 2017).

Nor would the terminal building be designed any differently if the SSA had a long-term strategic plan based upon projections that, ten or twenty years in the future, it would be carrying fewer freight trucks to and from Martha's Vineyard via Woods Hole because of the development of an alternative off-Cape port. The terminal building and the terminal site itself need to be designed to meet all of the project's goals and objectives regardless of how much, or how little, traffic flows through the terminal at any given time. For example, the remaining passengers traveling through Woods Hole will still need to have a waiting room and restrooms; the SSA will still need employees to provide customer service, to stage trucks and vehicles, and to dock, load and unload the ferries; and the SSA will still need to ensure the safety of pedestrians while they walk between the terminal building and the ferry slips on convenient accessible routes. In sum, the staff believes that the terminal's current design accomplishes those goals and objectives while also addressing the Woods Hole community's concerns as much as possible consistent with the SSA's operational and safety needs, the limitations of the site, and the conflicting sets of legal

requirements (e.g., accessibility and required flood elevations) that create enormous practical challenges for any water dependent facility.

RECOMMENDATION:

For all of the foregoing reasons, the staff recommends that the Members vote to authorize the General Manager to direct BIA.studio to undertake revised schematic design phase services for the new Woods Hole terminal building in response to the public comments the SSA has received regarding the three current alternative concept designs for the building that were presented to the Woods Hole and Martha's Vineyard communities in March and April 2019, as follows:

1. The building's design should be developed to relate to the character, look and feel of Woods Hole as much as possible within the SSA's requirements and, before commencing work to revise the building's design, the architects should hold another public meeting to receive and discuss input and suggestions from the public regarding the design.
2. Subject to the SSA's requirements, the building should have a low roofline to reduce its height and, in order to reduce its overall mass, an even lower roofline over the one-story portion(s) of the building in which its waiting room is located.
3. The building must be able to accommodate all of the SSA's program space requirements as most recently revised by the staff.
4. The building shall be located within the footprint for the building and plaza as shown on the current proposed site plan for the project, and its first-floor elevation and number of stories shall not exceed those set forth in that site plan. The architects should also shift the location of the building northward within that footprint by at least ten (10) feet to provide more of the view of Woods Hole Passage to the south of the building, as viewed from the Crane Street bridge and the Woods Hole Road/Water Street intersection, provided that this shift of the building does not require any additional or amended permits, licenses or other approvals for the project that would delay the project's current construction schedule.
5. The building must be designed to be dry floodproofed to an elevation of at least 17 feet NAVD88, as originally recommended by the Massachusetts Office of Coastal Zone Management in 2014 and described on pages 2-4 of the SSA's supplemental MEPA submission for this project, dated October 2, 2015, under the title "The Intersection of Climate Change and Accessibility."
6. Both the building and the terminal site should incorporate principles of sustainable design and environmental conservation as are practicable and economically feasible.
7. The building must comply with all existing and applicable codes, standards, regulations, permits, licenses and other approvals for the project.



Robert B. Davis, General Manager