

TOWN OF YARMOUTH

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Community
Development

MEMORANDUM

To: Board of Selectmen

From: Jim Saben, Chairman – Drive-In Site Utilization Committee

Date: July 18, 2018

Subject: Riverwalk Park/Boardwalk/Event Space - Next Steps

The Drive-In Site Utilization Committee (DISUC) was pleased to present their findings and recommendations for the Riverwalk Park and Boardwalk Feasibility/Concept Design Study at the May 22, 2018 Board of Selectmen meeting. The five (5) recommendations are outlined below:

1. Retain entire Drive-In property for Recreational Uses and not dispose of any portion of the property.
2. Establish Permanent Use for Festivals and Special Events in the former Drive-In Area.
3. Move forward with the Riverwalk Park as shown in the DISUC Preferred Concept Plan.
4. Move forward with some form of Boardwalk which is central to the success of the project.
5. Permit and design the Riverwalk Park and Boardwalk together and proceed with construction as funding and resources permit.

Although they felt there was a great deal of information to digest, the Board did reach consensus at the May 22nd meeting on the following items:

- The Board voted to support in concept the five recommendations and to continue to look at each step more closely as the process moves forward.
- The Board wanted the Committee/Staff to move forward with some interim improvements to allow for the Drive-In Site to be used for events in the near future, including identifying proposed improvements, cost information and potential funding sources.
- The Board wanted the Committee/Staff to develop a policy on conducting events on the site, including the overall approval process and associated user fees.
- The Board did not want to disband the DISUC Committee and requested that a new Charge be developed for the Committee.

To move forward with these items, the Committee has developed the following revised Charge, status update and potential next steps.

- A. **Revised Charge**: Please find attached a draft revised charge that outlines new work tasks for the Committee based on the Board of Selectmen comments. The Committee wanted to retain the 7-member format, but are proposing to eliminate the requirement that there be a member from the Former Parkers River Marine Park Committee member. The Committee was also interested in having Alternate Bud Nugent become a full member while noting that Alternate Dave Helberg is no longer a resident or property owner in Yarmouth.
- B. **Event/Festival Space**: Improving the former Drive-In Site area for use for events/festivals may include multiple levels of improvements over time as outlined below.
1. **Phase 1A - Short-Term Minimal Improvements**: At their July 10th meeting, the Board of Selectmen approved the applications submitted by Patrick McDonough to use the site for another concert to be held on August 18th. In order to make the site more usable for a summer event, and provide additional parking on the site, minimal interim improvements were developed as shown on the attached Short Term Improvement Plan and outlined below.
 - a. Mow and remove brush/small trees in parking and festival areas.
 - b. Move larger stones on paved area and fallen trees to allow for access to southern parking area.
 - c. Remove glass/garbage in festival and parking areas.

Americorp has agreed to do a clean-up day on July 19th to remove trash and glass, along with some minimal brush/tree removal. The remaining work will be completed by the DPW using Town Staff. Even with the short-term minimal improvements noted above, use of the site will still involve porta-johns, light towers and generators.

Although fees for use of the site have not yet been established, the applicant has mentioned providing a donation for use of the site. The Committee has discussed setting an interim use policy with a nominal user fee for the site in its current condition. Once the site has been developed with additional amenities, a more detailed process with set user fees can be developed while still keeping the use of the site competitive.

2. **Phase 1B – Supplemental Short-Term Improvements**: As shown in the Short Term Improvement Plan, use of the site for events is impacted by the location of an existing mulch pile resulting from chipping of storm debris over many years. This area contains a thick organic layer intermixed with wood chips which is soft and unstable, making it unsuitable for walking or parking. A potential short term second phase could include removal of this soft mulch material, leveling and compacting the area, and seeding to allow it to be useable for parking or festival area. There is the possibility that this work could be done by the DPW in the off season, in conjunction with a private contractor, to allow for seeding in time for spring rains. This would provide for more opportunity for larger events in 2019. The material would be hauled to the transfer station to be mixed with compost material. Costs for this effort are estimated in the range of \$20,000 to \$25,000.

It should be noted that the existing mulch material is not suitable for use on the site without processing through screening and mixing with other soil materials. There is the potential to process this material for use on the site as part of larger scale improvements noted below in Item 3. However, this would take more time to develop, would exclude the use of the mulch area for the 2019 season, and would have some cost. It would appear prudent to further evaluate the situation after the August 18th event to see if the current festival area/parking area is large enough for such events, allowing for the mulch area to be handled more economically as part of a larger project.

3. Concept Plan for Event Area: Concurrent with Phase 1 improvements, start investigating in more detail what is required to have a viable event space as outlined below.
 - a. Staff to coordinate with event specialists (Patrick McDonough, Farmers Market, Seaside Festival, Recreation Dept, Marshfield Fairgrounds, etc.) to identify needed amenities and best layout for a variety of events.
 - b. Develop a full Concept Plan for improvements to utilize the site permanently for events/festivals, coordinating with the preferred Riverwalk Park layout. Items to consider are additional parking/circulation, lawn area, electrical, water, lighting, wifi, pedestrian access, signage, and coordination with Riverwalk Park elements. Evaluate effort required to re-use mulch pile on the site.
 - c. Develop cost information for these event improvements and identify funding sources.
 - d. Evaluate permitting requirements for this use which may depend upon the level of improvements at the site.
 - e. Depending upon available funding, consider engaging BETA to develop a Concept Plan for the Event Area and develop more detailed cost information.
 - f. Develop a formal policy, process and fees for use of the site for consideration by the Board of Selectmen. Consider separate user fees for non-profit and for profit ventures.

- C. Riverwalk Park: There is a general consensus among the Committee, Board of Selectmen and the general public that the Riverwalk Park would make a good addition to Route 28. To move forward with the concept plan, funding is needed. Community Preservation Act (CPA) funds are a good source of funding for design and permitting, and can provide matching funds needed by many other grant programs. To keep the process moving, the Committee would like to pursue CPA funding in Fall 2018 for design and permitting for the Riverwalk Park and Boardwalk (route to be determined). Depending on the status of the project, the application could also include “seed” money for construction costs (while CPA funds are still available) to be supplemented by other grants. Other funding sources, such as Tourism Revenue Preservation Funds (TRPF) may be suitable for construction of short-term improvements for events/festivals. The CPA application deadline is coming up quickly and there needs to be a consensus on the project being proposed as it relates to the Boardwalk portion of the project. See further discussions below.

- D. **Boardwalk Option- Boring Cost Update:** At the May 22nd meeting, the final route of the Boardwalk was still in question, with the loop (Option 1C) being the minimum boardwalk option recommended by the Committee and Option 2 across the marsh being preferred by some Committee members and remaining a possibility (see attached boardwalk concept plans).

Knowing the depth of the peat in the marsh and the stability of the underlying sand layer is important information to help solidify the cost estimates for the boardwalk across the marsh and decide whether going across the marsh should be pursued at this time. Current construction estimates are based on an assumed peat depth of 15' across the marsh and 20' at the channel crossing.

To develop more detailed information, we obtained a cost proposal from BETA to conduct six preliminary borings across the marsh at a cost of \$35,000 to \$48,000, the cost differential depending upon the boring contractor utilized and the type of borings being done (full borings with blow counts or geo-probes). However, the current budget available for preliminary borings is less than required, approximately \$20,000. Staff has been coordinating with BETA and GEI on what boring work could be conducted within the \$20,000 budget. Based on preliminary discussions, the number of borings would need to be reduced, likely to 3-4. Please note that working on the marsh and working around high tide makes obtaining borings expensive and time consuming.

Although limited, this information would provide some insight on the required foundations for the boardwalk and could help to update our overall construction cost estimate. It may also identify significant issues which may deter crossing the marsh altogether. However, to ultimately move forward with a Boardwalk across the marsh, supplemental borings (especially around the channel crossing), along with a soil testing and full geotechnical report, would still be required and may cost upwards of an additional \$60,000 or more, in excess of the \$20,000 for preliminary borings.

Considering the cost of the borings required to collect additional information and understanding that Option 2 (boardwalk across the marsh) involves a larger number of unknowns and would require more environmental permitting, the Committee discussed, as most feasible, the concept of moving forward with design and permitting of Boardwalk Option 1C in conjunction with the Riverwalk Park and Event space. While the loop shown in Option 1C is located in wetlands, it has fewer impacts to salt marsh, less concerns about foundation design, and would be easier to permit. Because Option 1C has fewer unknowns and a more solid cost estimate, the project could proceed immediately with funding applications for design, permitting and construction. Please note that while Option 1C is perhaps most feasible, should the Town pursue the boardwalk across the marsh at a later date, the overall costs could be more than if the project had been designed, permitted and constructed all at once.

DISUC
Next Steps
July 18, 2018

E. **NEXT STEPS SUMMARY**: To continue pushing this important project forward, the DISUC would propose the next steps:

1. Obtain BOS approval of a revised DISUC Charge to define Committee Work Tasks.
2. Staff to move forward with the Short Term Minimal Improvements to allow for events at the site in 2018.
3. Obtain supplemental input from the August 18th concert to determine whether it is beneficial to address the mulch pile this fall/winter to expand use of the site, or whether this should be part of larger improvements where it can be done more economically.
4. Move forward with above outlined strategy to develop a Concept Plan for the Event Area to define improvements to utilize the site permanently for events/festivals, coordinating with the preferred Riverwalk Park layout.
5. Obtain BOS input to finalize decision on moving forward with Boardwalk Option 1C to have a manageable, defined project in preparation for CPA applications in the fall.
6. Move forward with CPA grant application in the fall.

ATTACHMENTS:

- Draft Revised DISUC Charge
- Short Term Improvement Plan
- Boardwalk Option 1C & Option 2

REVISED Charge for the Drive-In Site Utilization Committee (2/14/17 & 3/21/17) (Adopted ~~3/21/17~~ _____)

Appointed by the Board of Selectmen, the Drive-In Site Utilization Committee was originally charged on 2/14/17 with the following:

- Identifying policy priorities to be achieved with the utilization – i.e. property tax revenue generation, resource protection, direct and indirect economic impacts, public benefits, recreation, etc...;
- Identifying potential uses for the site (and barriers to development);
- Identifying relative benefits of various ownerships – i.e. retaining ownership, leasing, selling.

The Committee's charge ~~is hereby~~ was revised on 3/21/17 to include the following:

- Oversee the phased development concept proposed and agreed to by the Board of Selectmen on September 29, 2015 including the Riverwalk Concept, the Seagull Beach Boardwalk Concept, and Interim Use of Parcel #2 as reflected on the attached diagram (Riverwalk Concept Sketch 9/8/15).
- Assist in outreach efforts to solicit public feedback regarding the concepts identified above and as related to the Feasibility Study and Conceptual Design for the Yarmouth Riverwalk Park and Boardwalk.
- Report findings and recommendations for next steps to the Board of Selectmen

The Committee's charge is hereby revised to include the following:

- Continue to oversee development of the DISUC recommendations supported by the Board of Selectmen at their May 22, 2018 meeting.
- Assist in the development of long-term event/festival space in coordination with the Riverwalk Park.
- Develop a policy on conducting events at the site, including process for approval and user fees for review by the Board of Selectmen.
- Assist in review of pathways and/or bike connections from the Drive-In site to the Cape Cod Rail Trail being completed by the Cape Cod Commission.
- Assist in obtaining supplemental information to make a more informed decision regarding the preferred Boardwalk Alternative (i.e. borings and updated cost information).
- Assist in investigating and obtaining funding from a variety of sources.
- Report findings and further recommendations to the Board of Selectmen.

Term

The Drive-In Site Utilization Committee is a single-purpose, ad hoc committee. The Board of Selectmen shall review the work of the Committee at six month intervals as needed.

Members

- One (1) Member from Planning Board
- One (1) Member from Community and Economic Development Committee
- ~~One (1) Member of Former Parkers River Marine Park Committee~~
- ~~Two to Four~~ Five (5-4) Members At-large

Staff Support

Director of Community Development. Other staff as needed – i.e. expect Planning, DNR, DPW, Conservation, and Recreation to be involved.



SHORT-TERM MINIMAL PLAN

LAYOUT SUMMARY

- 183 SINGLE AISLE PARKING
+ 45 SPACES = 228 SPACES
(20' PARKING SPACE + 20' AISLE)

NO BACKING UP REQUIRED

MORE SPACES MAY BE

POSSIBLE IF DOUBLE LOAD

AND/OR ANGLE PARK

- MULCH & STONE PILES
TO REMAIN

- FESTIVAL AREA ≈ 400' X 220'

WORK ITEMS - FESTIVAL/PARKING

- ① MOW / REMOVE BRUSH / SM TREES
- ② REMOVE GLASS / GARBAGE
- ③ MOVE 6+/- STONES & BRUSH / TREES BY STONE PILE TO PROVIDE ACCESS TO PARKING

RIVERWALK BOARDWALK

Riverwalk Park & Boardwalk Feasibility/Concept Plan
Yarmouth, MA

OPTION 1C



Boardwalk Length: 1,140 LF
Pathway Length: 1,130 LF
Note: Permeable pavement pathways included in Riverwalk Park Estimate

Department of Environmental Protection (DEP) Salt Marsh Boundary From GIS

35' Wetland Setback

6'-0" Pathway

6'-0" Boardwalk

Lookout

Lookout

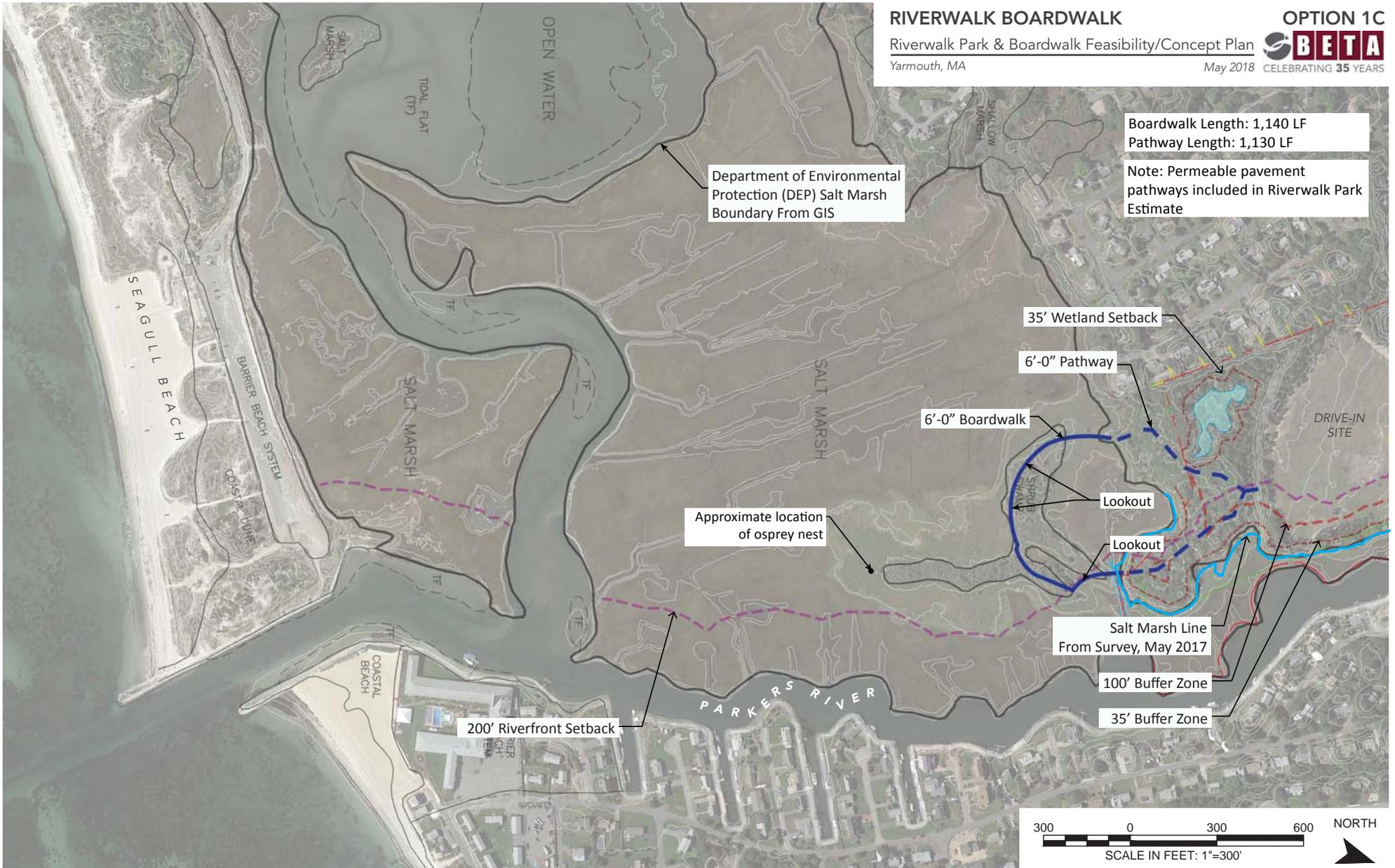
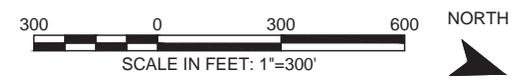
Salt Marsh Line From Survey, May 2017

100' Buffer Zone

35' Buffer Zone

Approximate location of osprey nest

200' Riverfront Setback



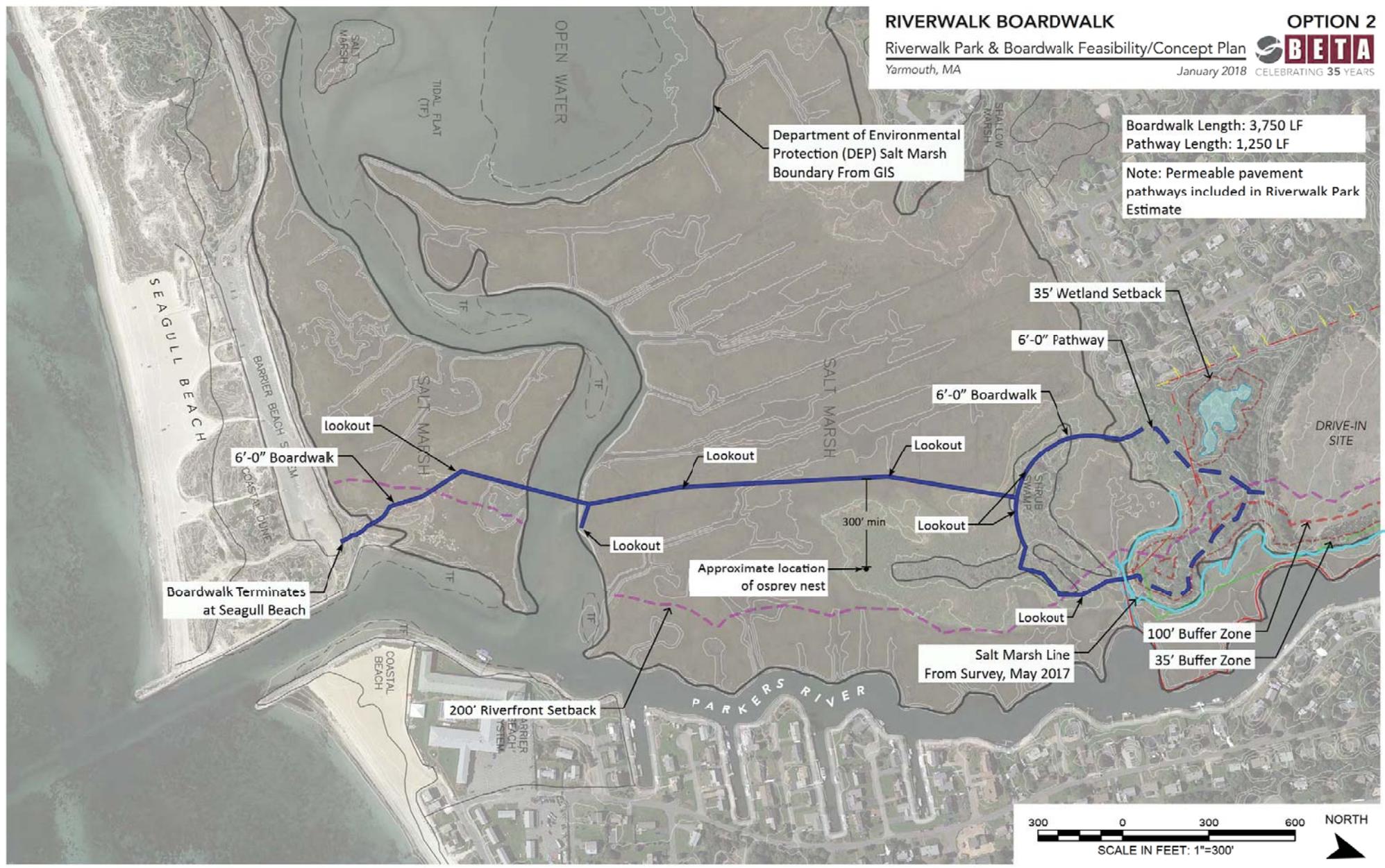
RIVERWALK BOARDWALK

Riverwalk Park & Boardwalk Feasibility/Concept Plan
Yarmouth, MA

OPTION 2
BETA
CELEBRATING 35 YEARS

January 2018

Boardwalk Length: 3,750 LF
Pathway Length: 1,250 LF
Note: Permeable pavement pathways included in Riverwalk Park Estimate



Department of Environmental Protection (DEP) Salt Marsh Boundary From GIS

SEAGULL BEACH
BARRIER BEACH
COASTAL BEACH
COASTAL BEACH SYSTEM
Boardwalk Terminates at Seagull Beach

lookout

6'-0" Boardwalk

lookout

Lookout

Lookout

Lookout

6'-0" Boardwalk

Lookout

Lookout

35' Wetland Setback

6'-0" Pathway

DRIVE-IN SITE

Approximate location of osprey nest

300' min

Lookout

Salt Marsh Line From Survey, May 2017

100' Buffer Zone

35' Buffer Zone

200' Riverfront Setback

300 0 300 600
SCALE IN FEET: 1"=300'

NORTH