



Martha's Vineyard Commission

DRI # 223-M3 M.V.C.S. New Campus Master Plan MVC Staff Report – January 24, 2019

Note: New information in bold type.

- | 1. | DESCRIPTION |
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| 1.1 | Applicant: Martha's Vineyard Community Services, Ryan Bushey and John Abrams of South Mountain Company (Architects) |
| 1.2 | Project Location: 111 Edgartown-Vineyard Haven Road, Oak Bluffs. MVCS is located on a 3-acre leasehold within Map 50 Lot 29 (4.9 of 25.2 acres). The proposal would add 1.4 acres of land that is currently woods to the leasehold (Needs to be approved by Legislature because it is public land). The YMCA also leases 5 acres from the High School on adjoining leasehold within the same 25 acre property. |
| 1.3 | Proposal: A three phase campus master plan to demolish the existing campus (with the exception of the new IWYC Building) and build a new modern more efficient campus with more than 50% more gross square footage than the existing campus on an expanded site. |
| 1.4 | Zoning: R-3, Residential. This is an expansion of an Educational Use. Partially in the Island Roads DCPC. |
| 1.5 | Local Permits: Building Permit; Special Permit from ZBA for shared access, parking, expansion of a pre-existing non-conforming use; Site Plan Review by Planning Board, Board of Health, Wastewater Comm. |
| 1.6 | Surrounding Land Uses: YMCA; elderly housing; Skate park; M.V. Ice Arena; MVRHS; woods; residential |
| 1.7 | Project History: The development of the three existing buildings of the Martha's Vineyard Community Services campus was approved by the MVC in November 1986 (DRI 223) as proposed. The three buildings were intended for a youth center/daycare; an administration building; and visiting nurses/island counseling center. In January <u>2015 DRI 223-M</u> was approved as a minor modification to construct a new one-story, 2,400 sf building at the front of the M.V. Community Services campus to house the Island Wide Youth Collaborative (IWYC) to provide space for a new mental health and substance abuse care continuum. The IWYC was formed in 2013 and members include M.V. Public Schools; MVCS; YMCA of MV; the Youth Task Force; and the M.V. Hospital. In March <u>2015 DRI 223-M2</u> was approved as a minor modification to construct the new one-story, 2,400 sf building at the back of the MVCS campus. Night hours were described as an average of 3 per week less than 50 people and no activities after 11:00 pm. |
| 1.8 | Project Summary: A three phase campus master plan to demolish the existing campus (with the exception of the new IWYC Building) and build a new modern more efficient campus with more than 50% more gross square footage than the existing campus. <ul style="list-style-type: none">• Current campus is on a 3-acre piece leased from the H.S. Proposed campus adds 1.9 acres to the campus, 0.4 acres to east and 1.5 acres to the west. A new 99-year lease needs to be approved by the Legislature.• Phase One: Build a new 10,000 sf one-story Early Childhood Center (ECC) Building with ECC, Head Start, Support Space and Administration.• Phase Two: Move ECC to new building; Move Administration to temporary work trailers; Build new parking area; Demolish existing Admin. and ECC buildings; Build new 17,500 sf two-story Community Services main building to house Administration, ICC, Disability Services & Daybreak.• Phase Three: Move Island Counseling Center (ICC), Administration, and Daybreak Program (currently off site) to the new Community Services main building; Demolish existing ICC Building; Remove Work Trailers; Finish Parking and Landscape improvements.• The proposal is to increase the total gross square footage from 19,278 sf to 30,482 sf (a 58% increase).• ECC would increase by 3,459 sf; Admin. By 1,882 sf, Disability Services by 4,920 sf, and Daybreak by 300 sf.• The proposal would increase the total number of parking spots from 76 to 139.• Staff is estimated to increase from 59 to 79 full time employees and from 37 to 31 part time employees.• Applicant hopes to begin construction in late May 2019. |

2. ADMINISTRATIVE SUMMARY

- 2.1 **DRI Referral: The project was referred and received on November 13, 2018.**
- 2.2 **DRI Trigger:** 1.2 (Modification); 2.6 (ANR of 3+ in DCPC); 6.1a (Private Place of Assembly); 6.2b (Public Place of Assembly). 6.1a and 6.2b require mandatory DRI public hearing reviews.
- 2.3 **LUPC Review:** September 24, 2018. November 19, 2018.
- 2.4 **Site Visit: January 17, 2019.**
- 2.5 **Public Hearing: January 24, 2019.**

3. PLANNING CONCERNS

3.1 Some Key Issues

- **Landscape Clearing:** The proposal includes a significant area (app. 1.7 acres) of clearing of woods.
- **Traffic:** How will this expansion affect the area road network?
 - Will the bigger campus and additional users and curb cuts impact Village Road?
 - Can the current plan be improved to lessen the impact on Village Road?
- **Wastewater:** The Nitrogen Load is currently slightly over the MVC Nitrogen Loading budget.
- **Intensity of Use:** The new, improved and bigger campus will lead to more activity.

3.2 Environment

- **Habitat:** The expanded site includes land that was designated as NHESP Habitat for endangered species until 2017 when the area was taken off the maps.
- **Vegetation/Landscaping:** The Applicant has submitted a detailed preliminary landscape plan. Proposed plantings include 180 deciduous and evergreen trees and 200 deciduous and evergreen shrubs of native low maintenance species.
- **Landscape Clearing:** 68,000 sf of pitch pine and oak will be cleared to accommodate the new ECC building, parking and septic. An additional 18,000 sf of landscaped area on the existing campus will require selective clearing for the new main building and vehicular/pedestrian pavements. Mature signature trees in the existing courtyard will be retained.
- **Archeology:** SMC consulted informally with Public Archaeology Laboratory (PAL) who felt that any sites in the project area would likely be small and associated with short-term hunting/gathering.
- **Open Space:** A communal open space area is designed in the middle of the campus.
- **Lighting:** Plans show significant lighting for safety purposes but which are “Dark Sky” Compliant. A revised lighting plan was submitted on October 19, 2018.
 - **Landscape:** Bollards would be 4’ high, directed downward with Dark Sky” Compliant lights.
 - **Safety lighting:** Plans show fifteen (15) 20’ high tall poles. Poles will be directed downward with Dark Sky” Compliant lights.
 - **Exterior Building Lighting:** A few additional wall mounted lights have been added. They are directed downward with Dark Sky” Compliant lights.
 - **Safety Fixtures and Signage:** Will be turned off one hour after and one hour before occupancy. Security lights at building entrances to be on Motion detectors after hours.
- **Energy/Sustainability:**
 - **On site photovoltaic arrays are proposed to meet or exceed projected use.**
 - **Reclaimable building materials are proposed to be salvaged.**
 - **Efficient lighting & appliances, super insulated buildings and state of the art mechanical systems.**
- **Utilities:** Electrical lines are buried. New lines will run in buried conduit with new transformer. IWYC will continue on propane. New buildings will be on electric.
- **Noise:** The current hours are 8:00 am to 5:00 pm with occasional night meetings as late as 11:00 pm.

- **Wastewater / Stormwater:**

- **Nitrogen Loading:** The site is in the Lagoon Pond Watershed, a nitrogen sensitive water body
 - **The nitrogen loading budget for Lagoon Pond is 1.87 Kilograms per acre per year.**
 - **According to the policy, the load limit for the 4.9 acre property is 9.16 kg/yr.**
 - The property is currently connected to the Oak Bluffs Wastewater Treatment Facility. The OBWTF facility is at capacity and not accepting requests for flow increases.
 - No expansion of capacity is expected until 2022 at the earliest.
 - The Applicant wastewater strategy is to build a temporary on-site system to serve the new ECC building and for the rest of the facility to remain on town sewer, sized so that there is no net increase in flow until after capacity is expanded.
 - **MVCS has offered to connect the ECC building to the sewer when the town’s sewer capacity is increased and it becomes available to them.**
 - Nitrogen load

Roof runoff	1.35 kg/yr
Impervious pavement	3.01 kg/yr
Pervious pavement	1.54 kg/yr
WW with enhanced de-nitrification (9.0 mg/l)	<u>3.38</u> kg/yr
TOTAL proposed project N load	9.28 kg/yr
 - **This project with the enhanced de-nitrification system will be slightly over the Lagoon Pond load limit by 0.12 kg/yr (9.28kg/yr - 9.16 kg/yr).**
 - **MVCS is proposing an I/A system that aims to achieve effluent output of 9 mg/l of Nitrogen.**
 - **MVC policy requires an I/A system to achieve effluent output of 12 mg/l of Nitrogen.**
 - **Possible measures to reduce N-load include reducing the amount of impervious surface 4%.**
- **Storm Water: Storm water will be directed to vegetation. Roof runoff will be collected in gutters and directed primarily to rain gardens with a sub-surface overflow infiltration structure.**
- **Landscaping: Landscaping will be fertilizer free after initial plant establishment, so no landscape nitrogen load has been included.**

- **Water:** Town water with new lines to new buildings.

3.3 **TRANSPORTATION:**

- **Traffic Study:** LUPC voted that an independent traffic study was not required. Staff did the traffic report with the assistance of the Applicant.
- **Access:**
 - The existing site with four buildings is accessed with 4 driveways on Village Road.
 - Village Road is a curved 20’-22’ wide private road (40’ R.O.W.) off of Edgartown-Vineyard Haven Road owned by the High School with an easement granted to MVCS and Island Elderly Housing. The YMCA, which is also on land leased from the High School, has a secondary access onto Village Road.
 - The proposal is to add 2 additional driveways to the MVCS campus (total of 6).
 - There are no center lines or other pavement markings on the roadway.
 - Speeding vehicles have been reported as a concern.
- **Parking:**
 - The existing site has 76 delineated parking spots. Ad hoc parking along Village Road has been observed that creates a safety issue.
 - The Site Plan shows 140 proposed parking spots within the campus.
- **Circulation:**
 - Currently three of the four egress points are two-way drives with the one closest to Ed-VH Road (#1) being a one-way exit.
 - Currently all roads are two-way except the exit closest to Ed-VH Road.

- The proposal adds two more egress points to a new parking lot associated with the new 9,500 sf ECC building.
- The proposal currently is for all roads and egress to be two-way.
- **Sight Lines:** Note: Existing and Proposed egress points have been numbered by staff beginning with number 1 closest to Ed-VH Road and number 6 closest to Woodside Village.
 - The sight distance at Village Road and Edg-VH Road is adequate for a 45 mile per hour (mph) roadway. The Speed Limit is 20 mph when school is in session and 35 mph otherwise.
 - Village Road has no speed limits posted.
 - Some of the existing sight lines exiting onto Village Road are not adequate.
 - Although most sight lines are technically adequate for a 20-mph roadway, the curvature of the roadway and vegetation limit the ability to safely exit some driveways.
 - Egress # 3 in the middle of the campus and Village Road is particularly problematic.
 - The Applicant has improved some sight lines with better alignment.
 - Sight lines could be improved with better signage, removal of some vegetation, less curb cuts.
- **Trip Generation:**
 - **Existing Traffic –**
 - Turning movement counts were manually recorded at the intersection of Edgartown-Vineyard Haven Road, Village Road and Sanderson Road during the 7:00am-9:00am peak hours on February 21, 2017. The results indicate the peak hour traffic at the site is between 7:15am-8:15am with roughly 837 vehicles traveling through this intersection.
 - The Commission conducted traffic counts at Edgartown-Vineyard Haven near the MV Arena entry from June 19-28, 2017. The average daily traffic during this time period was 10,885 vehicles per day.
 - ECC: The existing and proposed trip generation for the ECC was evaluated by looking at both the square footage and number of visitors based on Land Use ITE Codes 565 (Day Care Center).
 - SF: The existing 6,567 SF ECC is estimated to generate:
 - 521 daily trips;
 - 81 AM Peak Hour trips – (43 trips – IN; 38 trips – OUT);
 - 82 PM Peak Hour trips – (38 trips – IN; 43 trips – OUT).
 - By # Visitors: Using the number of visitors (58), the trip generation is:
 - Approximately 260 daily trips;
 - 46 AM Peak Hour trips (25 trips – IN; 22 trips – OUT);
 - 48 PM Peak Hour trips – (22 trips – IN; 25 trips – OUT)
 - Main/IWYC: The existing/proposed trip generation for the Main Building & IWYC was evaluated using Land Use ITE Code (630 Clinic) number of visitors.
 - The existing Main/IWYC is estimated to currently generate 438 daily trips.
 - Total: The total estimated existing trip generation range is 698-959 daily trips.
 - **Future Traffic –**
 - ECC SF: The proposed 9,469 SF ECC is estimated to generate:
 - 751 daily trips,
 - 116 AM Peak Hour trips – (62 trips – IN; 55 trips – OUT);
 - 118 PM Peak Hour trips – (55 trips – IN; 63 trips – OUT).
 - ECC # Visitors: Using the total number of proposed visitors (65), the trip generation is:
 - 291 daily trips;
 - 52 AM Peak Hour trips – (28 trips – IN; 24 trips – OUT);
 - 53 PM Peak Hour trips – (25 trips – IN; 28 trips – OUT).
 - Main/IWYC: The proposed 21,013 SF Main & IWYC Buildings are estimated to generate 661 daily trips.

- **Total:** The total estimated proposed trip generation range is 952-1,412 daily trips.
 - The total number of trips are estimated to increase by 36%-47%
- **Crash Data:** A review of the Mass DOT Crash Report for the latest available three-year 2014-2016 period revealed 4 crashes at the intersection of Edgartown-Vineyard Haven Road, Sanderson Road, and Village Road.
 - A recent head-on crash on Village Road at Egress 3 was reported to MVC Staff.
 - The results of the crash rate worksheet reveal that the intersection averages 1.33 accidents per year for a crash rate calculation of 0.306.
- **Mass Transit, Bicycle and Pedestrian:**
 - The Applicant is proposing an improved and more level internal pedestrian network.
 - The Applicant is proposing two new crosswalks across Village Road.
 - A 4' wide separated paved bike path exists along Village Road on the south side.
 - The Martha's Vineyard Transit Authority (VTA) provides bus service through the YMCA to Woodside Village (IEH) and along Village Road next to the MVCS Campus with transit routes 7 and 9 providing service.
 - Site Plan shows a possible bus shelter and stop within the campus but does not show route.
 - There is a Shared Use Path (SUP) on the other side of Ed-VH Road.
- **Traffic Summary:**
 - In terms of overall traffic operations and parking issues, the results of this study indicate there could be some deficiencies that would occur from an increase in traffic generated by the proposal.
 - The estimated increased trips will add 2.3-4.1 % more daily vehicles to Ed-VH Rd.
- **Possible Mitigation:** The following are suggested traffic control devices that could enhance the safe movements of pedestrians and vehicles in and out of the site:
 - Improve signage with stops signs at all exits and notice of elderly neighbors.
 - Improve sightlines with better alignment and some vegetation maintenance.
 - Improve pavement condition, especially at intersections.
 - The Speed Limit should be posted. Staff suggests at 20 mph.
 - Reduce the number of curb cuts: Consider eliminating Egress #3 (Middle of Village Road); Consider consolidating new Egress #5 & #6 to a single access point.
 - Consider one-way exit only on parking lane/drive to Egress #1.
 - Delineate roadway markings with center line;
 - Ensure the elimination of ad hoc parking along Village Road;
 - Improve maintenance and enforcement of Village Road;
 - Provide sufficient bike parking on the campus;
 - Provide VTA bus passes to employees.

3.4 **Affordable Housing:**

- The MVC has an unwritten policy not to apply the Affordable Housing Policy to municipal or religious institutions. Staff notes that MVCS is a vital health and social service that provides for the community and especially those individuals and families who earn 80% or less than AMI.
- **Applicant has offered to contribute \$13,408 to an island affordable housing organization based on the MVC recommended mitigation amount to the increase in square footage (11,204 sf).**

3.5 **Economic Impact:**

- The proposed project is a non-profit and is exempt from Oak Bluffs property taxes.
- The proposed project will be on town water and partially on town sewer at applicant's expense.
- It is unlikely that the project will have any impact on schools however there might be some minimal impacts to the town's municipal services for police, fire, or other highway services.
- The number of full time year-round employees will increase to 59 from 79 and part-time employees will decrease from 37 to 31.

3.6 **Scenic Values**

- **Streetscape:** The site is close to the Edg-V.H. Road and parts of it are within the Island Roads DCPC.

- **A.D.A. Accessibility:** The buildings would be A.D.A. accessible. Existing buildings have significant accessibility issues.

3.7 **Local Impact/Abutters**

- The Island Elderly Housing (IEH) Woodside Campus with 95 units for seniors shares Village Road with MVCS. The new ECC building will be closer to Woodside. They are particularly concerned with ensuring Village Road is safer than the existing condition.

4. **CORRESPONDENCE**

4.1 **Town Officials:**

4.2 **Island Organizations: Simone DeSorcy, President of the Board at IEH,** has written with concerns for additional curb cuts, parking on Village Road creating hazards and a new VTA bus pull off. IEH is asking for a wider road to accommodate increased use, no VTA pull offs on Village Road, down lighting on the walking path on Village Road.

4.3 **Public: Kathleen Young,** a resident at Woodside, has written with concerns of the safety and maintenance of Village Road. She suggests improved maintenance, a center line, repair of potholes, signage indicating elderly neighbors and widen the entrance onto Village Road from Ed-VH road.