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Martha's Vineyard Commission

DRI # 89-M3 Stop & Shop Expansion

MVC Staff Report – January 21, 2014

Note: Since there have been extensive revisions since the last version, they were not highlighted to maintain readability. New correspondence is highlighted in bold.

1. DESCRIPTION

1.1 Applicant: Stop & Shop Supermarket Co.; Bill O'Brien (Agent – Viceroy Dev. Assoc.)

1.2 Project Location: 18 Water Street (Map 7f Lot 6 -Stop & Shop and Midnight Farm) 0.37 acres; 14 Water Street (Map 7f Lot 8 – Chinese Restaurant) 0.128 acres; 15 Cromwell Lane (Map 7f Lot 7 – House) 0.17 acres. Total land area is 0.67 acres (29,097 s.f.)

1.3 Proposal: To consolidate three abutting properties resulting in the expansion of the Stop & Shop Supermarket and the removal of all other uses on site. The current proposal is a 30,447 s.f. supermarket and a parking garage with 41 spaces.

1.4 Zoning: B-1 Commercial.

1.5 Local Permits: Building Permit; Renegotiate easements with Town in the municipal lot;

1.6 Surrounding Land Uses: SSA Terminal; downtown businesses and residences.

1.7 Project History: The house at 15 Cromwell Lane was built between 1810 and 1837. The Stop & Shop (originally A&P) front building and Restaurant building were built in 1950. The A&P back building (Midnight Farm) was built in the 1960's after demolition of a house built in 1810. In 1978, the restaurant (a.k.a. Harborlight) was reviewed by MVC.

1.8 Project Summary:

- The existing Stop & Shop spaces include the grocery store itself (9,649 s.f. of which the sales floor is 6,490 s.f.), a non-food store in the basement (4,162 s.f.), and a health food and outdoor store in the former Midnight Farm (5,203 s.f.) for a total of 19,014 s.f. Also on the site are two vacant buildings, the former Chinese restaurant with upper stories (6,380 s.f.) and a house at 15 Cromwell Lane (1,808 s.f.). The total existing floor area is 27,202 s.f.
- The proposal has a total gross floor area of 48,964 s.f. made up of a 30,447 s.f. Stop & Shop supermarket and parking, namely:
 - A sales floor of 16,446 s.f. on the upper level;
 - 14,001 s.f. back-of-house support space such as food storage, loading dock, parcel pick up, and other activities on both floors;
 - A 41-space parking garage at street level with Water St.
- The new store compares with the existing situation as follows:
 - The proposed sales floor is about 591 s.f. (4%) larger than the existing combined sales floors of the three retail spaces operated by Stop & Shop,
 - The total enclosed floor area of the store including back-of-house is 11,433 s.f. (60%) larger than the existing store,

- 43 - The total enclosed floor area of all uses is 3,245 s.f. (12%) larger than the total
44 existing floor areas of all uses,
45 - The gross square footage of the new store and parking garage is about 82% more
46 than the floor area of all the existing buildings, part of which is underground.

47 **2. ADMINISTRATIVE SUMMARY**

48 **2.1 DRI Referral:** Tisbury Building Inspector; February 13, 2013

49 **2.2 DRI Triggers:** 3.1a (Development of 2,000 s.f. Commercial - Mandatory Review); 3.1g
50 (Increase Intensity of Use); 3.1h (Parking 10 or more spots); 3.1J (High Traffic Generator);
51 4.2 (Demolition in a Commercial District).

52 **2.3 Pre-Application Meeting with Staff:** February 4, 2013.

53 **2.4 LUPC:** February 5, 2013; March 11, 2013; April 1, 2013; May 6, 2013, November
54 12.

55 **2.5 Site Visits:** Tuesday July 9 and Thursday July 11.

56 **2.6 Public Hearing:** July 11, 2013; continued to August 1; continued to August 29, 2013
57 subsequently postponed to and held on October 3, 2013; November 7, 2013.
58 November 21, 2013. Next hearing: January 23, 2014. All public hearings have been
59 held at the Tisbury Senior Center.
60

61 **3. PLANNING CONCERNS**

62 **3.1 Some Key Issues**

- 63 • **Transportation:** What will the traffic impact be of expanding the store and adding
64 41 parking spaces on the already congested area, notably Water Street and the Five
65 Corners intersection? How should the circulation work accessing the garage and truck
66 dock? Can the traffic impact be offset by making improvements to the larger area?
67 • **Building Design:** Does the building design harmonize with the scale and character
68 of the area. Does it reinforce pedestrian activity on Water Street, Norton & Cromwell?
69 • **Historic Preservation:** Should the historic house at 15 Cromwell Lane be
70 demolished?
71 • **Stormwater:** The site is partly in a flood zone and what pervious surfaces exist will
72 be built over. How will the stormwater be handled?
73 • **Economic Impacts:** What will the impact be on the Main Street business district?
74 How can this project best catalyze improvements to the area?
75 • **Construction Process:** What impacts from the construction process are anticipated
76 and how will they be minimized and mitigated?

77 **3.2 Environment**

- 78 • **Open Space:** Currently, 12,068 s.f. (42%) of the property is open space, mostly the
79 residential yard behind 15 Cromwell Lane and a small yard behind the Chinese
80 Restaurant. The proposal would eliminate this. The Applicant stated at LUPC that their
81 intention is to "max out" the property.
82 • **Landscaping:** The only proposed landscaping on the property is planters on Water
83 Street. Stop & Shop has offered to pay for planting street trees on the Town sidewalk
84 on Water Street. The reconfiguration of the Town's Water Street Parking Lot is

- 85 expected to provide for shrubs and trees along the side of the building facing Norton
86 Lane, subject to an agreement with the Town.
- 87 • **Habitat:** There is no NHESP designated habitat on the property.
 - 88 • **Archeology:**
 - 89 ○ The Public Archeology Lab (PAL) carried out a historical/architectural analysis of
 - 90 the house and property at 15 Cromwell Lane. (See also Historic Preservation in
 - 91 section 3.6 below)
 - 92 ○ In addition to recommending that the building be preserved, PAL recommended
 - 93 that if any ground-disturbing activities are proposed for the parcel, the MVC
 - 94 consult with the Massachusetts Historical Commission (MHC) to develop an
 - 95 appropriate scope of work for archaeological investigations.
 - 96 ○ The MHC (fax July 10, 2013) stated that, due to favorable environmental
 - 97 characteristics, the site could be highly archaeologically sensitive and MHC
 - 98 recommended that an intensive (locational) survey (950 CMR 70) be conducted
 - 99 for the 15 Cromwell Lane property to locate and identify any significant
 - 100 archaeological resources.
 - 101 ○ In the narrative dated September 26, 2013 the Applicant said that they are
 - 102 prepared to carry out an intense archeological survey of the 15 Cromwell property
 - 103 and the Golden Dragon property as recommended by MHC and implement such
 - 104 requests as may result from survey, though their latest offer is not as clear.
 - 105 • **Lighting:** The applicant has offered that all exterior lighting – except for security
 - 106 lighting, which shall be on motion detectors – shall be on timers and shall be turned
 - 107 off during the day as well during the night from one hour after the store closes at night
 - 108 to one hour before it opens in the morning, within Corporate safety guidelines. It is not
 - 109 clear what the impact of the last phrase is.
 - 110 • **Noise:** The applicant offered to reduce the impact of air conditioning of the store and
 - 111 mechanical ventilation from the parking garage. Another concern is trucks backing up
 - 112 late at night or early in the morning.
 - 113 • **Energy/Sustainability:** The proposal would be LEED (Leadership in Energy &
 - 114 Environmental Design) certifiable and will meet the Massachusetts “Stretch Energy
 - 115 Code” as required by Tisbury zoning. The plans show the location of possible future
 - 116 solar panels on the roof.
 - 117 • **Waste Management:** Garbage trucks will use the truck dock.
 - 118 • **Water Source:** On Town water.
 - 119 • **Wastewater:** The project will be connected to the Tisbury wastewater facility. The
 - 120 Tisbury Sewer Control Board has approved the increased flow. The property is in the
 - 121 Vineyard Haven Harbor watershed, which is not nitrogen impaired because it flows
 - 122 into open water.
 - 123 • **Stormwater:**
 - 124 - Groundwater flow on the site is towards the east into Vineyard Haven Harbor.
 - 125 - Due to the site being in a flood zone and the increase in impervious surfaces, the
 - 126 stormwater plan accommodates at least a 25-year storm.
 - 127 - The Applicant has stated the intention to use the Town parking lot as part of the
 - 128 stormwater management plan, subject to an agreement with the Town. They

129 propose to submit a detailed stormwater management plan after this agreement is
130 finalized, subject to the approval of LUPC. The issue has to be clarified as to how
131 overflow would be managed, in that the Town's wastewater system is apparently
132 not allowed to take any stormwater.
133 - The Applicant offered to consider green infrastructure technologies to infiltrate,
134 evapo-transpire, capture, and re-use stormwater to maintain or restore natural
135 hydrologies used to control stormwater.

136 **3.3 Transportation**

- 137 • Analysis Process:

- 138 - On March 10, 2013, the Applicant submitted a Transportation Impact and Access
139 Study (TIAS) prepared by VHB, based on the scope approved by the LUPC on
140 February 4, 2013.
- 141 - The MVC retained the services of Keri Pyke of Howard/Stein-Hudson Associates
142 (HSH) who submitted a peer review on May 3, 2013.
- 143 - There have been several memos by VHB and HSH exchanged since then, the latest
144 of which are a memo submitted by VHB on November 8, 2013 and HSH peer
145 review comments submitted on November 20, 2013.
- 146 - In August 2013, VHB and MVC staff collaborated to do extensive traffic and
147 parking surveys of the area, and the results are available to be compiled and
148 analyzed as part of a Downtown Tisbury Transportation and Parking Study.

- 149 • Parking:

- 150 - The Town of Tisbury's 63-space Water Street Parking Lot adjacent to the existing
151 Stop & Shop is used by Stop & Shop customers, the Tisbury Police Department,
152 businesses on Main Street, and as pick-up/drop-off for the Steamship Authority.
- 153 - The B-1 District in Tisbury does not have any parking requirements. VHB applied
154 *ITE Parking Generation* standards (based on a relatively small national survey of
155 grocery stores) to the net increase in floor space that indicated a demand for
156 between 28 and 77 additional parking spaces for a "typical" grocery store. The
157 proposal has 41 additional parking spaces in a garage on the lower level, which
158 is slightly less than the average number needed to offset the additional space,
159 based on national average parking rates.
- 160 - Stop & Shop has agreed to work out an agreement with the Town of Tisbury
161 whereby their garage would be managed with similar policies as the Town lot
162 (e.g. 2-hour parking limit, accessible to all users), which would be enforced by
163 Tisbury police with the Town keeping revenues from ticketing.

- 164 • Trucks:

- 165 - The proposal has a truck dock, with room for two trucks, at the Cromwell Lane /
166 Norton Lane corner of the building. Trucks would back into the dock across a
167 sidewalk along the south side of Norton Lane.
- 168 - There would be one delivery a day with Stop & Shop's 58'-long semi-trailers. In
169 addition, there are several dozen deliveries per day from other suppliers using
170 medium-sized or smaller trucks. Stop & Shop has said that they will attempt to
171 schedule these deliveries early in the day, but cannot realistically control the
172 delivery times of the other suppliers.

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- In their presentation at the public hearing, Stop & Shop said that delivery would not take place before 6 a.m., but this is not included in their offers.
 - Access to the proposed truck dock is constrained by the Town's existing seasonal comfort station, which the Town is considering removing. VHB submitted plans showing that it is possible to get into the truck dock even if the comfort station is retained, blocking several parking spaces in the early morning when the semi-trailer arrives.
 - HSH recommended strict measures to minimize the safety and other impacts associated with trucks backing up across a sidewalk including time-of-day restrictions, ensuring that there is a safe alternate pedestrian route from Main Street to the ferry (e.g. along the west and north sides of the parking lot), and providing temporary signs and personnel to temporarily close off pedestrian access when truck maneuvering is taking place.
 - Traffic Impacts: A critical issue is the impact of increased traffic, notably on Water Street and on the Five Corners intersection, which are presently operating close to if not beyond its capacity.
 - VHB estimates, and HSH concurs, that the expansion of the Stop & Shop would result in about 110 additional rush-hour trips (see table in appendix 1).
 - The unusual configuration of Five Corners makes it very difficult to model the traffic impacts (see appendix 1). Both VHB and HSH agree that the overall average traffic volume in the Five Corners intersection would likely increase between about 5 and 7% (depending on the number of trips from State Road towards various Water Street destinations going via Beach Street / Five Corners versus Main Street / Norton Lane).
 - However, the increases in volumes for certain critical movements are much greater (see appendix 1) and these could translate into even greater changes in queue lengths and delays for these movements. The two consultants and the different modeling techniques calculations gave a very wide range of impacts. For example, looking at the critical turning movement of vehicles exiting Water Street and bearing left onto Beach Road:
 - In September, VHB estimated (using the VISSIM model) that the store expansion would result in a 21% increase (121 to 146 vehicles) in volume and a 258% (64 to 236 feet) increase in queue length,
 - In November, VHB estimated (using the Synchro model and with a slightly smaller store size) that the store expansion would result in a 17% increase (177 to 207 vehicles) in volume and 62% increase (29 to 47 feet) in queue length.
 - Staff notes that this represents a very large discrepancy but, unfortunately, doesn't have any recommendations about how to resolve it.
 - If queue lengths and travel time become excessively long, it is likely that some people would change their behavior to avoid the congestion by taking an alternate route, by travelling at an alternate time, or by avoiding some trips altogether. However, this would represent an inconvenience to drivers and could have negative impacts on businesses.

- 217 • Crash Data:
- 218 - Five Corners averaged 5.67 crashes per year (76% property damage only), five
- 219 times greater than an average unsignalized intersection. VHB said it is likely due
- 220 to the unorthodox layout of the intersection, confusion over who has the right of
- 221 way, and the impact associated heavy ferry traffic conditions leading to and after
- 222 ferry arrivals.
- 223 - The Union / Water Streets intersection and the State Road – Beach Street Corridor
- 224 above and below Main Street also have high crash rates.
- 225 - Any changes or mitigation should consider safety improvements.
- 226 - There are high volumes of bicyclists and pedestrians in the area. The State Road
- 227 corridor near Main Street is a high bicycle crash cluster. Therefore, infrastructure
- 228 improvements for bicycle and pedestrian facilities are recommended to improve
- 229 safety and accommodation of those modes.
- 230 • Public Transit, Bicycle and Pedestrian:
- 231 - The proposal is located across the street from the Island’s main year-round ferry
- 232 terminal. At the end of Water Street is a major terminus for 7 bus routes which
- 233 provides good transit access to the area, but could be impacted by traffic
- 234 congestion at Five Corners or on Water Street.
- 235 - Pedestrian and bicycle peak hour volumes analyzed at Five Corners in July 2013
- 236 comprise 19% during the p.m. Peak Hour, and 26% during Saturday midday.
- 237 - There is a proposal, not part of the Stop & Shop project, that Cromwell Lane be
- 238 improved, continuing to be a multi-modal route providing vehicular access to
- 239 abutters, but also improving pedestrian and bike access
- 240 • Possible Mitigation:
- 241 ○ Stop & Shop has proposed the following transportation mitigation measures:
- 242 - Travel Demand Management focused mainly on encouraging employees to
- 243 park at the Park-and-Ride.
- 244 - Providing information about alternative means of transportation to customers
- 245 and providing bike racks.
- 246 - Police officer control at Five Corners and on Water Street during summer peak
- 247 periods.
- 248 - Funding a Road Safety Audit of Five Corners, though not funding
- 249 implementation of the results.
- 250 - Updating the signage and striping on Water Street.
- 251 - Contributing \$50,000 for a Downtown Vineyard Haven Transportation and
- 252 Parking Study, including \$20,000 for data collection already completed, with
- 253 the rest to be used for a Road Safety Audit. (MVC Staff recommend that those
- 254 funds be used for the overall Transportation and Parking Study since MassDOT
- 255 funds Road Safety Audits at no cost to the local community.)
- 256 ○ VHB had also suggested the following mitigation measures but they were not
- 257 included in Stop & Shop’s offers.
- 258 - Fully funding the police officer control.
- 259 - Providing \$20,000 for transportation improvements to be decided by the Town.

- 260 - Identifying a “fair-share” contribution for other transportation improvements. This
- 261 could be based on the cost of a hypothetical change – such a signaling Five
- 262 Corners even if this is not being proposed – and then figuring out how much of
- 263 this is reasonably attributable to Stop & Shop. This contribution could then be
- 264 dedicated to other transportation improvements to be determined later.
- 265 ○ Other funds would be needed to carry out a comprehensive Downtown Vineyard
- 266 Haven Transportation and Traffic Study. (It should look at: car, truck, pedestrian,
- 267 bicycle circulation; number, location, and management of downtown parking;
- 268 operation of buses and Park-and-Ride shuttle.)
- 269 ○ Although HSH said that police officer control of Five Corners and on Water Street
- 270 could be a useful measure, HSH and staff believe that it would probably not
- 271 increase efficiency as much as VHB suggests because of the complexity of the
- 272 intersection geometry, because the back-ups are largely caused by congestion in
- 273 the exits from the intersection rather than the intersection itself, and because of the
- 274 need to continue favoring vehicles exiting Water Street after a ferry arrives, in
- 275 order to avoid compromising Steamship Authority operations (thereby improving
- 276 the situation on Water Street but making it worse on Beach Road and Beach
- 277 Street).
- 278 ○ HSH and MVC staff suggested that the effect of the police officer control be
- 279 carefully monitored with funding from Stop & Shop. If the Town and MVC
- 280 conclude that it is not as successful as VHB suggests it will be, the funds that Stop
- 281 & Shop committed for the police officer control should be redirected to other
- 282 mitigation measures to be determined by the Town and MVC.
- 283 ○ Additional or alternative mitigation measures to minimize and offset the impact of
- 284 the store on traffic could include the following (see Appendix 2).
- 285 - Park & Ride Shuttle: Providing funding and other assistance to improve and
- 286 promote the shuttle service between the Park & Ride, the Upper State Road
- 287 area, Main Street, and the Steamship Authority terminal.
- 288 - Bicycle-Pedestrian Improvements: Such as a multi-modal route from the ferry to
- 289 the Information Booth at the Chamber of Commerce, and then to Veterans Park
- 290 where it would link with the planned Shared Use Path network.
- 291 - Roadway Improvements: Such as those coming out of the Transportation and
- 292 Parking Study or Road Safety Audit.
- 293 - Transit Mitigation: Such as increasing frequency.

294 **3.4 Affordable Housing**

- 295 ■ Stop & Shop provides housing for existing Stop & Shop employees that are coming
- 296 from stores off the Island. It is available to both full time and part time employees of
- 297 both stores as part of the relocation/incentive plan. Stop & Shop currently has 13
- 298 houses, each housing 4 to 5 employees
- 299 ■ The Applicant has offered to continue to use its year-round rental properties as well as
- 300 increase the number of rentals for employee housing based on the number of new
- 301 employees.
- 302 ■ According to the MVC Affordable Housing Policy, the recommended monetary
- 303 mitigation for a store with a gross floor area of 48,964 s.f. is \$89,000. Stop & Shop

304 has offered to make a mitigation contribution of \$50,500 based on the enclosed floor
305 space only, excluding the garage.
306 ■ The applicant has also offered to make an additional affordable housing effort but has
307 not provided specific information.
308 ■ In addition, the MVC Affordable Housing Policy states that for any DRI greater than
309 2,000 square feet “which displaces, either by demolition or change of use of, or both,
310 dwelling unit(s) must replace said loss with newly created, year-round affordable
311 replacement unit(s) of comparable size”. The Applicant has offered to replace the
312 bedrooms currently in the house at 15 Cromwell off site.

313 **3.5 Economic Impact**

- 314 • The current assessed value for all three properties combined is \$3,530,300. The
315 combined property taxes for all three properties in FY 2013 was \$38,960. The
316 property tax bill will increase when the value of the property, with the new building, is
317 re-assessed.
- 318 • Keeping a grocery store in the town center should help reinforce the economy of
319 downtown Vineyard Haven compared to relocating it to a more outlying area.
320 Concerns have been raised about the possible competitive impact of the store on
321 existing businesses in downtown Vineyard Haven offering similar products, especially
322 with respect to non-food items.
- 323 • The applicant said that employees will be relocated to other stores on and off-Island
324 during the construction. It would be desirable that the applicant hire Island contractors,
325 sub-contractors, suppliers, trade (plumbers, electricians, etc.) and professional services
326 in the development.
- 327 • The project should generate additional sales tax revenue for the Commonwealth.
- 328 • The Applicant says this will be a grocery store offering the same products the existing
329 store does or are offered at the Edgartown Stop & Shop, Cronig’s Market, and other
330 Island grocery stores. They testified that there will be no pharmacy, coffee bar, or
331 other business operation within the store, but that is not in the offers.
- 332 • Stop & Shop is one of the largest employers in Tisbury. Current and proposed
333 employment in this store is as follows:
 - 334 - Currently: 57 off-season (10 full-time and 47 part-time) and 96 in-season
335 employees (11 full time and 85 part time)
 - 336 - Proposed: 100 off-season (20 full-time and 80 part-time) and 160 in-season
337 employees (30 full time and 130 part time).

338 **3.6 Building Design and Scenic Values**

- 339 • Streetscape:
 - 340 - The store is in one of the most highly visible locations on Martha's Vineyard,
341 immediately across from the Island’s only year-round ferry terminal, the gateway to
342 the Island. The present buildings along Water Street, namely the existing store and
343 the former restaurant, are quite non-descript and in need of improvement.
 - 344 - The building’s visibility is increased by the presence of the open parking lot beside
345 of the building. Also, it will be highly visible from Main Street and for people
346 walking or driving down Norton Lane or along Cromwell Lane. Therefore, the
347 architectural design of the building will have a significant regional impact.

- 348 - The largely flat roof of the building will be somewhat visible from buildings higher
349 up the hill.
- 350 - In 2009, the MVC carried out an urban design study of downtown Tisbury that
351 delineated a number of areas and identified the defining characteristics of the built
352 form of each area. (The Stop & Shop project is in Sub-Area 2E, p 39-42.) The
353 main traditional defining characteristics of buildings in the area are simple, large,
354 two-and-a-half floor buildings (22-42 feet wide), with gabled roofs (slopes of 30-
355 35 degrees, ridge heights of 28-35'), with vertically oriented double-hung
356 windows (equal to about 25-35% of façade area), and clad in natural wood
357 shingles with corner boards painted white.
- 358 • Building Massing:
 - 359 - The proposed building is an approximately 114-foot wide and 237-foot long,
360 relatively monolithic box-shaped volume with an essentially flat roof. Sloping
361 gables on four sides help reduce the visual impact of the height.
 - 362 - The footprint of the proposed new store is much larger than other buildings in
363 downtown Vineyard Haven. The side façade of the proposed Stop & Shop facing
364 the parking lot is basically flat, except for the recessed truck dock. The design
365 breaks down this façade to some extent into a series of more traditional volumes.
 - 366 - The upper floor steps back from Water Street to reduce the visual impact of the
367 building along Water Street and as seen from Five Corners.
 - 368 • Architectural Detailing:
 - 369 ○ The latest design reflects feedback on earlier proposals from an informal group of
370 architects from the Tisbury Planning Board, the Tisbury Historical Commission, and
371 the MVC, who met the project's architect on several occasions.
 - 372 ○ The placement and detailing of architectural elements, especially along the long
373 parking lot façade, now reinforces the expression of separate vertical volumes and
374 are generally characteristic of Vineyard Haven commercial buildings.
 - 375 ○ For people walking along the long side of the building facing the parking lot, the
376 experience is not very "pedestrian-friendly" in that it consists mainly of blank walls:
377 namely ventilation grills, the garage door that will presumably be open virtually all
378 the time, the base of the ramp to the front door, and the truck dock.
 - 379 ○ It would be desirable that the truck dock doors be kept closed most of the time.
 - 380 • Historic Preservation:
 - 381 ○ The applicant bought the house at 15 Cromwell Lane last year with a view to
382 demolishing it to allow for expansion of the grocery store.
 - 383 ○ The Public Archeology Lab (PAL) carried out a historical/ architectural analysis of the
384 house. It shows that the House may have been built for Caleb Prouty between 1844
385 and 1851. There is some indication that it was built between 1810 and 1838, and
386 remodeled between 1844 and 1851. PAL concluded that *"the house is eligible for
387 individual listing in the National Register of Historic Places at the local level of
388 significance. . . it stands as an excellent local example of a moderately high-style
389 Greek Revival style residence in Tisbury, retaining both a well preserved exterior
390 and almost pristine interior first floor."* PAL recommended that the building be
391 preserved.

- 392 ○ Michael Steinitz, Deputy State Historic Preservation Officer, indicated on April 29,
393 2013 that MHC staff concurs that the building is eligible for National Register
394 listing.
- 395 ○ The Applicant had stated their intention to relocate the house off-site. However, in
396 the latest offers, they propose to demolish the building if no one is willing to take it
397 away by September 1, 2014.
- 398 • Signage: The Stop & Shop corporate sign will be located above the Norton Lane and
399 Water Street entrances. Plans show a bulletin board on the Norton Lane façade
400 adjacent to the Water Street entrance. The mural will be relocated to the Crowell Lane
401 façade.
- 402 • A.D.A. Accessibility: Any new building would be required to be ADA accessible.

3.7 **Municipal Services**

- 404 ▪ The Applicant will pay the cost of tying into municipal water and sewer.
- 405 ▪ The project includes two public restrooms located next to the truck dock and accessible
406 from the exterior. These restrooms along with the other restrooms located within the
407 store (at the Water Street end), might be considered a partial or complete replacement
408 for the Town's comfort station.
- 409 ▪ It is not anticipated that the proposed project would have a significant impact on
410 municipal services (schools, police, or fire).

3.8 **Local Impact/Abutters**

- 412 • The larger building, increased traffic, and a truck ramp will impact vehicular and
413 pedestrian circulation, and views.

3.9 **Construction Process**

- 415 ▪ The Applicants have indicated that construction will take place over the winter of
416 2014 to 2015, with the store shutting down by October and back in operation by the
417 following Memorial Day. Construction activities will access the site from Norton Street
418 for the majority of the project. At the rear property line, Norton Street would be closed
419 or detoured to accommodate temporary staging. Stop & Shop will require a certain
420 area of the Town parking lot to accommodate construction equipment and vehicles.
- 421 ▪ The applicant offers to submit a detailed construction plan for the approval of LUPC.

4. **CORRESPONDENCE**

4.1 **State**

- 425 • The Massachusetts Historical Commission, Michael Steinitz, Deputy State Historic
426 Preservation Officer, wrote on April 29, 2013 that MHC staff concurs with the
427 conclusion of the Public Archaeology Lab (PAL) that the building at 15 Cromwell Lane
428 is eligible for listing on the National Register of Historic Places.
- 429 • The Massachusetts Historical Commission wrote on June 3, 2013 recommending that
430 an intensive (locational) survey (950 CMR 70) be conducted for the 15 Cromwell Lane
431 property.

4.2 **Town Officials**

- 433 • Tisbury Planning Board submitted an initial list of recommendations on the initial plans.
434 On April 22, they submitted a second set of comments on the April 1 plans,
435 suggesting how the proposal could be improved.

436 • Tisbury Planning Board submitted another letter on July 26 outlining points that they
437 would like to be addressed.

4.3 **Island Organizations**

- 439 • Martha's Vineyard Museum - David Nathans submitted a letter in support at the July
440 11 Public Hearing.
- 441 • Steamship Authority - Wayne Lamson wrote with concerns about the impact of
442 increased traffic in the area on SSA operations and the elimination of the public
443 comfort station.
- 444 • Dukes County Regional Housing Authority - David Vigneault asked that the MVC and
445 Stop & Shop pay particular attention to the impact on housing supply, demand and
446 support. He described how "at any point in time over the last decade a minimum of
447 six to twelve S&S employees have utilized affordable rentals offered by the DCRHA
448 and other Island housing organizations with another half dozen using rental assistance
449 of one sort or another."
- 450 • **Dukes County Regional Housing Authority - David Vigneault, Executive**
451 **Director, wrote a second letter on November 20, 2013 pointing out that**
452 **80% of the Stop & Shop employees work up to thirty hours per week**
453 **at around \$10 per hour with no access to collective bargaining or**
454 **attendant benefits. It is primarily from the eighty part-time employees**
455 **at the expanded Stop & Shop that the need for housing and public**
456 **assistance will come. He asked for "real, necessary, and ongoing**
457 **mitigation" for the impacts on affordable housing.**
- 458 • **Vineyard Transit Authority - Angela Grant, Administrator, calls for Stop**
459 **& Shop to make a substantial financial contribution to offset the**
460 **project's impact on transit service as a result of increased delays on**
461 **Water Street impacting the timed transfers at the bus hub with about**
462 **200 buses a day. This includes direct transit mitigation (a similar**
463 **project on Cape Cod would pay \$200,000), travel demand**
464 **management for employees, a prohibition on employee parking in the**
465 **public lot, and residential delivery of groceries.**
- 466 • **Vineyard Conservation Society - Brendan O'Neill, Executive Director,**
467 **expresses a number of concerns, including that traffic congestion at**
468 **Five Corners could impact access to the hospital, that the location of the**
469 **store could be affected by sea-level rise, that a European-model would**
470 **better fit into a small, historic community like ours, and calling for the**
471 **preservation of the historic Caleb Prouty House.**

4.4 **Public**

- 473 • Chris Fried has submitted two letters for the MVC to consider in their review.
- 474 • Ted Jochsberger and Deborah Wells wrote in support of the proposal.
- 475 • J. Richard Spatafora and Catherine Kinney wrote in support.
- 476 • Roberta Lee Scott wrote in support of the proposal.
- 477 • Thomas Kowalski wrote in support of the proposal.

478 Letters received at or after the July 11, 2013 Public Hearing

- 479 • Dusty Burke wrote in support of the proposal.

- 480
- Geoff Wheeler wrote in support of the proposal.
- 481
- Pat Daignault wrote in support of the proposal.
- 482
- Sherman Goldstein wrote in support with some suggestions to consider.
- 483
- J Molinari wrote in support of the proposal.

484 Letters received at or after the August 1, 2013 Public Hearing

- 485
- Chris Fried wrote a third letter in response to the Aug. 7, 2013 MVC document with his concerns on sustainable design, flooding, and the missing conversation on “green” building.
- 486
- Dana Hodsdon wrote objecting to the proposed size, style and shape of the Stop & Shop grocery store, its impact on Vineyard Haven, pedestrians, traffic and the community and the impression that the Town Parking lot is viewed as being Stop & Shop's.
- 487
- HS Lee wrote to express his concerns related to Stop & Shop Expansion and its procedures so far.
- 488
- John Alley wrote supporting the Stop & Shop proposal and that the old building is in need of repair, is too small and never did fit into the character of Vineyard Haven.
- 489
- Janice Sparks wrote in support stating that the traffic will not increase as much as it is feared and that this is a real quality of life issue.
- 490
- Katherine Scott wrote requesting that the MVC wait until all required information has been submitted before setting a new hearing. She asks that the MVC be especially mindful in its deliberations of what the public considers the MVC’s most important objective “to preserve the character of the Island.”
- 491

492 Letters received at or after the October 3, 2013 Public Hearing

- 493
- Stop & Shop submitted a petition with over 3000 signatures supporting the idea of replacing the existing store with a new, larger one.
- 494
- Henry Stephenson (a member of Tisbury Planning Board but writing as a citizen) wrote asking “Stop & Shop to see fit to reduce the overall floor areas and dimensions of their proposal sufficiently to give their architect the latitude he needs to integrate their building into this very sensitive area.
- 495
- HS Lee submitted two PowerPoint slideshows as PDF’s. One showed what he believes the visual impact of the new building will be and the other is a critique of the proposal with an alternative proposal.
- 496
- Cynthia Aguilar wrote in opposition to the proposal based on increased traffic, scale, need and impact on existing small stores.
- 497
- Barbara Baskin wrote with an architectural critique of the proposal and suggests that a team of local architects review the proposal and “scale this thing back to an appropriate size...”
- 498

499 Letters received at or after the November 7, 2013 Public Hearing

- 500
- Geraldine Brooks wrote that the Stop & Shop proposal is “oversized for this sensitive site, which is, in fact, the gateway to the island”
- 501
- Gil Jacobs wrote that the plan “should move forward to give us the level of service, products, and clean food shopping experience we so need and deserve in Tisbury.”
- 502
- Katherine Scott submitted a Power Point Slide Show from the Ahold Europe COO on “Broadening our offer: Format Development”.
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- Eleanor Hubbard wrote with several concerns including the site is too small for the proposal; the superstore’s effect on small businesses; and the imposition on the public way.
 - Mollie Doyle wrote with concerns including that the “size and scale of the proposed Stop & Shop building would be appalling”, the environmental impact, and that she is proud to live in a place that does not have big box stores.
 - Pamela Benjamin and Nathaniel Benjamin have written that they “have looked at these plans and are Horrified and Shocked to see the enormous size of the building compared to the other buildings in Vineyard Haven.” They ask that the MVC “continue to be courageous, bold and noble in preserving the cultural integrity, heritage and history of Martha's Vineyard.”
 - Sheila Muldaur wrote “to express dismay that a building the size of the new Stop & Shop is being considered. We've worked long and hard to keep Martha's Vineyard a special place, with buildings built to what she likes to call "island scale". This building goes way beyond acceptable. It is unacceptable.”
 - Susan Rappaport wrote that she is “shocked & horrified by Stop & Shop. The height seems terrible, the general dimensions grotesque for our little village. Have developers no aesthetic sense or moral compass?”
 - Bethany W. Mosshart wrote that “the thought of this gigantic building being one of the first things to greet the thousands of visitors to the Vineyard each year is distressing to” her.
 - Jessica Roddy wrote that the proposal “is inappropriate and out of character and needs to be scaled back.”
 - Nevette Previd wrote that she is “all for a new grocery store. But why in the world does it have to be so massive?”
 - Sarah Nevin wrote and asked the MVC to “prevent this double sized monster from taking over Vineyard Haven and dominating island retail businesses.”
 - Rose Styron wrote with concerns that the design is “enormous”, her family is pleased the Vineyard is not overrun by chain stores, “the proposed structure seems grossly unnecessary” and asks the MVC to “Please consider voting down the expansion”
 - Sam Low wrote that the “Stop & Shop renovation seems out of scale.”
 - Ted Bayne and Lea Delacour wrote that “The scale of the buildings is way too big for the town. Moreover, the site is already congested enough without a major supermarket imposed on that space. Please do what you can to reign in this horrible plan.”
 - Virginia Jones wrote that the proposal “is way out of scale for the neighborhood and the island. Further, even with included parking, the proposed building – a sort of de facto mini mall in nature – will only exacerbate what is already a horrible traffic bottleneck.
 - Kate Warner wrote “to express concern about the size and scale of the proposed Stop & Shop” and that “it will also have a detrimental effect on the traffic and parking situation in that area.” She also reminds us that the MVC “enabling legislation talks about protecting the character of the island” which is “more important than the request and pressures brought on by a single applicant.”

567 • Bethany Winterbottom Mosshart wrote again that the Stop & Shop proposals “massive
568 size and disregard for the surrounding buildings, paths and any other structure is
569 overwhelming, unnecessary...and out of proportion for the lovely town of Vineyard
570 Haven.

571 **Letters received at or after the November 21, 2013 Public Hearing**

- 572 • **Ann Hollister wrote that if Stop & Shop isn’t able to pursue its project,**
573 **no one wins, and hopes a reasonable, safe, appropriate solution for all**
574 **can be reached.**
- 575 • **Dan Greenbaum wrote about the traffic impacts and especially the use**
576 **of police officer control. He concluded that “the net impact of the**
577 **presence of police control, therefore, is extremely unlikely to mitigate**
578 **the project impacts” and “additional and more effective mitigation will**
579 **be required . . . reviewing and implementing area-wide traffic flow**
580 **and roadway configurations.”**

581

582 **Appendix 1- Traffic Modeling and Estimated Impacts**

- 583
- 584 • VHB originally concluded that the proposal would only have a minimal impact on traffic
- 585 operations but the HSH peer review pointed out that the original traffic model, Synchro, was
- 586 unable to show the change at Five Corners since it produced an error message both before
- 587 and after.
- 588 • VHB then used other software (VISSIM) to better model the Five Corners intersection, and
- 589 worked with HSH to calibrate the model to reflect observed traffic operations, reported in
- 590 September 2013 and as compiled by HSH,. The results showed significant increases for some
- 591 critical turning movements. For example, for the left turn exiting Water Street to Beach Road,
- 592 the volume would go up 21% (121 to 146 vehicles), the delay would go up 194 % (31 to 91
- 593 seconds), the queue length would go up 258% (64 to 236 feet), and the Level of Service for
- 594 that lane group would go from D to F.
- 595 • VHB subsequently decided to return to using Synchro and reran the model using the latest,
- 596 smaller store dimensions, reporting results in November 2013. The latest VHB Synchro
- 597 analysis modeled Five Corners as an unsignalized intersection (i.e. no traffic lights), which
- 598 shows error messages making it impossible to compare the situations without (No-Build
- 599 Scenario) and with (Build Scenario) the store. They also modeled it as a signalized
- 600 intersection (assuming that police officer control is equivalent to traffic lights) for the No-Build
- 601 and Build Scenarios. Based on these assumptions, VHB's estimate shows very modest project
- 602 impacts. For example, the intersection would have an average rush-hour delay of 16 seconds
- 603 without the store expansion, and 23 to 25 seconds with the Stop & Shop project. The queue
- 604 length (line-up of backed up vehicles) on Beach Road heading into Five Corners would go
- 605 from 190 to 196 feet, going from the No-Build and Build situations. VHB concluded that the
- 606 overall level of operation would be expected to be similar to No Build conditions with only
- 607 minor changes within the acceptable range LOS B to C at Five Corners, and LOS B to C/D
- 608 during the Saturday midday at the Municipal Lot assuming the original distribution/sensitivity
- 609 distribution. Vehicle queues are generally similar to the no build condition as well with queue
- 610 lengths increasing by less than 100 feet.
- 611 • HSH questioned several aspects of VHB latest estimates including: the use of Synchro rather
- 612 than VISSIM; assuming that police control at Five Corners is equivalent to a two-phase police
- 613 control; and the potential significant cumulative impact of the increase of traffic when traffic is
- 614 blocked for an extended period of time resulting in the extra Stop & Shop vehicles adding to
- 615 the existing line-up cars hour by hour, resulting in increasingly longer queue lengths and
- 616 delays throughout the day.
- 617 • If there are extended periods of uninterrupted congestion, the cumulative impacts of
- 618 congestion exacerbate the impacts considerably. Surveys done by MVC staff in for 7 days in
- 619 July showed that there were already back-ups on Beach Road approaching Five Corners for
- 620 most of each day with an average queue length of 2,300 feet (varying between 500 and
- 621 4,700 feet, with the longest backups in the mid to late afternoon and on cloudy "town" days)
- 622 and an average travel time of 9 minutes. VHB has videos of peak three-hour periods on one
- 623 weekday and one weekend, which appear to show free flow at times.
- 624

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Trip Generation Table for Stop & Shop - Saturday Peak Hour (VHB)					
Existing Uses					
	Existing S&S	Chinese Restaurant	Retail	Residential	Total
	13,371 s.f.	2,364 s.f.	4,132 s.f.	5 units	
Enter	107	15	2	2	126
Exit	102	10	2	1	115
Total	209	25	4	3	241
Proposed Uses					
	Existing Uses	Proposed S&S	Total Net Increase	Pass-By Trips subtract 25%	Net Increase
Direction		24,800 s.f.			
Enter	126	218	72		
Exit	115	210	75		
Total	241	428	147	37	110

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Weekday PM Peak Hour Traffic Volumes: Existing, No-Build, Build (November 2013 VHB)						
Specific Turn Movement	Existing (2013) Volume	2015 No-Build Volume	Existing to 2015 No-Build Change in Volume (%)	Build Volume	2015 No-Build to 2015 Build Change in Volume (%)	Existing (2013) to 2015 Build Change in Volume (%)
<u>Five Corners</u> Water left onto to Beach Road (November estimates)	171	177	3.5%	207	17%	21%
<u>Five Corners</u> Beach Road right onto Water Street (November estimates)	109	114	4.6%	136	19%	25%
<u>State & Main</u> State Road left onto Main Street (September estimates)	187	193	3.2%	236	22.3%	26.2%

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632 **Appendix 2 – Possible Additional or Alternative Traffic Mitigation**

633 The following are other mitigation measures that could be used to minimize and offset the impact
634 of the store on traffic. They could be in addition to the measures already offered, or could be
635 alternative measures if it turns out that the police officer control is not as effective as VHB suggests
636 it will be.

637 A concern is that while the estimated Police Officer Control may assist in clearing Water Street,
638 similar to that employed when the Steamship Authority is unloaded, this would be at the expense
639 of other movements and bicycle-pedestrian flow. If this mitigation is agreed to, Stop & Shop
640 should provide data collection on operations –with volumes, queues, and delays—during the first
641 summer following completion of the project, which should then be reviewed by the Town and
642 MVC. If the Town and MVC determine that the Police Officer control is not working satisfactorily,
643 the MVC and Town should develop alternate uses for these mitigation funds provided for this
644 purpose, such as the following.

- 645 • Park & Ride Shuttle: Providing funding and other assistance to improve and promote the
646 shuttle service between the Park & Ride, the Upper State Road area, Main Street, and the
647 Steamship Authority terminal. The purpose is to encourage people to use the shuttle
648 instead of driving. Improvements could include shortening the headways by adding an
649 additional vehicle during the summer, branding and marketing the service as a free
650 shoppers' shuttle, working with the SSA to encourage some ferry passengers to get
651 dropped off and picked up at the Park & Ride lot, and changing the routing around
652 Vineyard Haven to bypass congestion spots. The advantage of this proposed mitigation is
653 that it would reduce the number of vehicular trips through Five Corners and on Water
654 Street.
- 655 • Transit Mitigation: Funds could be provided to the VTA for transit improvements in the
656 area. The MVC Transportation Planner assessed the potential transit fair share amount by
657 converting the transit mitigation worksheet from the Cape Cod Commission to include the
658 Vineyard Transit Authority (VTA) operating cost, and based on 25% of the Vehicle Miles
659 Traveled from the proposed Stop & Shop 1,080 new trips generated per day. This
660 resulted in suggested mitigation of \$31,620 per year (or a one-time payment for 20 years
661 of transit operations is \$848,300; see worksheet on next page.)
- 662 • Roadway Improvements: These could include improvements as recommended in the
663 Downtown Vineyard Haven Transportation Parking Study and/or those coming out of the
664 Road Safety Audit.
- 665 • Bicycle and Pedestrian Improvements: Although a supermarket is primarily dependent on
666 vehicular access, this downtown location has the advantage of being accessible by
667 walking and bicycling. Providing a comfortable walking and biking environment should
668 attract more bicyclists and pedestrians, whether Stop & Shop customers or others going to
669 downtown Vineyard Haven, thereby reducing car use. Suggested improvements are
670 participating in construction costs for the section of the Town of Tisbury planned bicycle-
671 pedestrian way from the Steamship Authority docks through the Town Parking lot, and
672 along Cromwell Lane to Beach Street.

Calculation Worksheet for Transit Mitigation

Line

1.	Identify number of trips to be mitigated					1,080	trips per day
2.	Identify average trip length (see Technical Memorandum)					3.04	mile(s) average retail trip length
3.	Determine % of total VMT	25.0%	x	1080	x	3.04	= 821 daily VMT

4.	Year of DRI Approval					2013	
5.	Transit Cost					\$ 63.31	per hour
6.	Bus Capacity					30	seats
7.	Bus Operating Speed					20	mph
8.	Assume 100% Occupancy						

9.	passenger	\$63.31	÷	30	÷	20	= \$0.11	per mile
10.	Daily Cost			821	x	\$0.11	= \$86.63	per day
11.	First Year Cost			365	x	\$86.63	= \$31,620	

Analysis for One Time Payment

12.	Transit Inflation Rate					=	3.5%
13.	Interest Earned on Escrow					=	0.5%
14.	Years of Operation					=	20
15.	Factor based on inflation, interest, & years of operation					=	26.830
16.	20 years of operation, one time payment is						
				<u>26.830</u>	x	\$31,620	= \$848,300

Notes:

Example is based on VTA operating cost only; capital costs have not been included.