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CAPE COD
COMMISSION

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**Cape Cod Commission Staff Report
Development Agreement Review**

DATE: May 27, 2022
PROJECT: 35 Scudder Residential Community (Emblem Hyannis)
(Cape Cod Commission File No. 20065)
APPLICANT: Lennar Multifamily Communities, LLC
PROPERTY: 35 Scudder Avenue, Barnstable, MA 02601
ASSESSOR'S ID: Map 2819 Parcel 110
SUBCOMMITTEE: Harold Mitchell (Chair), Fred Chirigotis, John D. Harris, Robert Mascali, David Weeden, and Elizabeth Taylor (Alternate)

This staff memorandum provides project information and Commission staff analysis relative to the Regional Policy Plan (RPP) issue area of **Transportation** and is intended to supplement staff memorandums on the project dated March 16, 2022, April 12, 2022, and May 13, 2022.

Follow-up from May 17, 2022 Subcommittee Hearing

At the May 17, 2022 hearing, there was a question as to whether local preference may be allowed for a percentage of the affordable units and also the market rate units. While the allowable local preference categories and the guidelines for administering a housing lottery with local preference for affordable units is outlined in DHCD guidelines, there are no DHCD procedures that would ensure that local preference would or could be applied in accord with the

Federal Fair Housing Act for market rate units. Additionally, the implementation and administration of any local preference for housing units is conducted at the town level.

Transportation

The Transportation Goal of the RPP is to provide and promote a safe, reliable, and multi-modal transportation system.

- A Traffic Impact and Access Study (TIAS) and appendices, dated May 2021, were prepared by the Applicant's consultant Vanasse Associates, Inc. (VAI) for the Project in accordance with relevant guidance from the Cape Cod Commission Transportation Technical Bulletin, in addition to a supplemental traffic memorandum, dated October 27, 2021, prepared by VAI. Additionally, the Applicant present a memorandum, dated April 13, 2022, detailing proposed improvements to Scudder Avenue and the West End Rotary with revised concepts submitted by VAI via email on May 12, 2022.
- The TIAS included a safety review and capacity analysis during the weekday morning and weekday afternoon peak hours for both an average month and peak summer month at the following eight (8) study area intersections and five (5) roadway links:

Intersections:

- West Main Street at Pitcher's Way
- North Street at Stevens Street
- Main Street at South Street
- Main Street at Stevens Street and Potter Avenue
- Scudder Avenue at Pitcher's Way
- Scudder Avenue at Greenwood Avenue
- West End Rotary (West Main Street/Main Street/North Street/Scudder Avenue Rotary)
- Scudder Avenue at the Project site driveway

Roadway links:

- West Main Street – between Pitcher's Way and Main Street
- North Street – between West Main Street and Stevens Street
- Main Street – between Scudder Avenue and Stevens Street
- Scudder Avenue – between Main Street and Greenwood Avenue
- Scudder Avenue - between Greenwood Avenue and Pitcher's Way

- The Project’s vehicle trip generation was developed based on estimates from *Institute of Transportation Engineers’ (ITE) Trip Generation*, 10th Edition, for ITE Land Use Code (LUC) 221 (Multifamily Housing – Mid Rise) and is summarized below.

| Trip Generation Summary | |
|--------------------------------|--|
| Time Period | Total Vehicle Trips¹ |
| Weekday Daily | 1,700 |
| Weekday Morning | 90 |
| Weekday Afternoon | 112 |

¹ Based on ITE LUC 221 (Multifamily Housing – Mid Rise) for 312 dwelling units

- For reference purposes, the Applicant also provided estimates on the site’s current trip generation associated with the Twin Brooks Golf Course based on ITE data. Based on ITE trip generation estimates, the TIAS presents an estimated golf course trip generation of approximately 548 daily vehicle trips, 53 weekday morning peak hour vehicular trips and 66 weekday afternoon peak hour vehicular trips. To present a conservative (high) analysis of potential project impacts, the traffic capacity analysis did not remove these ITE estimated golf course vehicle trips from the study area network or the traffic analysis. Observed site traffic from the golf course measured under weekday peak hour conditions, 12 vehicle trips during the weekday morning peak-hour and 15 vehicle trips during the weekday evening peak-hour, were subtracted for the 2028 Build Condition.
- As presented on the site plan, the Applicant has proposed a total of 493 parking spaces. The application materials indicate that this amount, which is 31 spaces fewer than required under local zoning, was based on recommendations from Town of Barnstable Planning staff.
- The Applicant has proposed mitigation measures to offset the Project’s anticipated transportation impacts, promote healthy transportation options, and improve and maintain safety for all users of the transportation network, as summarized below:
- West End Rotary
 - Implement the short-term safety improvements identified in the Road Safety Audit (RSA) consisting of various signage and striping improvements.
 - Improve the sidewalk network surrounding the rotary to include new crossings at three of the four approaches. The three new crossings would be ADA-compliant and include Rectangular Rapid Flashing Beacons (RRFBs).

- Improve access management by reducing driveway widths for the liquor store and closure of driveway to the West End restaurant. These improvements need to be further coordinated and confirmed by the Applicant with the property owners and the Town of Barnstable.
- Enlarge the existing traffic island at the entrance to the rotary on Scudder Avenue.

North Street at Stevens Street

- Fund the completion of an RSA
- Design and construct short-term safety improvements identified in the RSA
- Fair share contribution of \$15,672 for the future installation of a traffic signal

Scudder Avenue

- Install a 10-foot-wide shared use path of the southern side of the roadway from Greenwood Avenue to the West End Rotary.
- Improve the two existing crosswalks on Scudder Avenue to be ADA-compliant along with the installation of a rectangular rapid flashing beacon (RRFB) at each crosswalk to improve safety.

Main Street

- Replace the existing sidewalk on the southern side of the roadway with a 10-foot-wide shared use path to extend from the West End Rotary to Potter Avenue. A new ADA-compliant crossing at the intersection of Main Street and Potter Avenue/Stevens Street will be installed along with a RRFB. This improvement will require reconfiguring the existing traffic island.

North Street

- Install a new 5.5-foot-wide sidewalk on the western side of the roadway from the West End Rotary to 426 North Street.

Transportation Demand Management (TDM) Program enhancements, including:

- Designation of a transportation coordinator for the project.
 - Dissemination of public transportation service options to residents in welcome packet and posting in a central location.
 - Provision of work-from-home spaces to support telecommuting.
 - Installation of both interior and exterior secure bicycle parking accommodations.
- The overarching transportation goal of the RPP is to provide and promote a safe, reliable, and multi-modal transportation system. Further discussion on the proposed mitigation measures

and the Project's consistency with the RPPs Transportation goal and objectives are discussed below.

- **Objective TR1** (improve safety and eliminate hazards for all users of the regional transportation system). The project is providing safe accommodations for both vehicular and non-vehicular (pedestrian/bicyclist) movements throughout the site. The proposed site driveway meets the minimum safety requirements to provide safe stopping sight distance and has been designed appropriately to meet access management guidance in the Transportation Technical Bulletin.
- The TIAS safety analysis revealed that the North Street and Stevens Street intersection is an above-average crash location (average 3.8 crashes/year) and requiring safety mitigation measures. In addition, based on the West End Rotary Road Safety Audit (RSA) conducted by Commission Transportation Staff in June 2021, this intersection is also an above average crash location (average 3.8 crashes/year) where safety mitigation measures are warranted.
- To address off-site safety impacts in Objective TR1, the Applicant has proposed to conduct a RSA at the North Street and Stevens Street intersection and design and construct the short-term improvements identified in the RSA. Based on conversations with Town of Barnstable staff, there may be unsignalized conceptual improvement alternatives previously developed for this intersection that the Applicant may want to consider for implementation as part of the safety improvements. The Applicant will also design and construct short-term signage and striping improvements at the West End Rotary that were identified as part of the RSA report as well as multimodal improvements at the West End Rotary, along Scudder Avenue, along Main Street, and along North Street. The Applicant will need to coordinate with the Town of Barnstable on the final design of these improvement prior to construction.
- **Objective TR2** (promote a balanced and efficient transportation system that includes healthy transportation options and appropriate connections for all users). The Project site includes an internal sidewalk network connecting to Scudder Avenue and installation of secure bicycling parking. The Applicant is also proposing an appropriate Transportation Demand Management (TDM) program to support healthy transportation options and assist in the reduction of single-occupancy vehicle trips. However, it is unclear what the work-from-home spaces to support telecommuting will entail and Commission staff request further clarification on this project element.

- The Project's location, with its close proximity to the Hyannis Main Street area and nearby connections to CCRTA transit service on North Street, has the potential to reduce reliance on vehicles and support healthy transportation as part of Objective TR2.
- In order for the project to be fully connected to year-round, fixed-route transit service, Commission staff suggests the Applicant consider further extending sidewalk improvements along North Street to connect with this existing sidewalk network that currently extends as far west as Mitchells Way. This would also require an upgrade to the existing mid-block crosswalk at 372 North Street and adding a crosswalk across Mitchells Way.
- **Objective TR3** (provide efficient and reliable regional transportation system for current and future needs) deals primarily with managing vehicular congestion and maintaining adequate levels of service in the regional transportation network. The proposed and recommended mitigation measures discussed above for Objectives TR1 and TR2 will similarly assist in addressing potential impacts considered under Objective TR3, by offsetting vehicular trips and encouraging walking and bicycling with improved connections through the West End Rotary.
- The Applicant has proposed a fair-share mitigation payment to address congestion impacts at the intersection of North Street and Stevens Street. The \$15,672 fair-share payment at North Street and Stevens Streets is intended for a future traffic signal installation.
- Additionally, a \$8,000 fair-share payment was proposed for the implementation of an optimal signal timing plan at the West Main Street and Pitcher's Way. Based on conversations with the Town of Barnstable Department of Public Works (DPW), the intersection of West Main Street and Pitcher's Way is currently under design for signal improvements as part of their Capital Improvement Plan. The improvements will consist of new traffic signal equipment and installation of signalized pedestrian push buttons, new curb ramps and crosswalks for all four approaches. These improvements will greatly improve the multi-modal connectivity for this area of West Main Street. As such, Commission Transportation staff suggests that the \$8,000 for optimal signal timing plan would not be the most effective way to address impacts at that location. Commission staff suggests the Applicant consider a larger mitigation amount for this location to support the Town's advancement of the intersection improvement or, as deemed appropriate by Town of Barnstable staff, applied to other improvements within the project study area.