



# TOWN OF HINGHAM

## Planning Board

### NOTICE OF DECISION SITE PLAN REVIEW AND SPECIAL PERMIT

#### IN THE MATTER OF:

Owner/Applicant: Town of Hingham  
Tom Mayo, Town Administrator  
210 Central Street  
Hingham, MA, 02043



Property: 335 Lincoln Street, Hingham, MA 02043

Deed Reference: Certificate of Title No. 131300 issued by the Plymouth County Registry District of the Land Court

Plan References: "Proposed Site Development Plans for Hingham Public Safety Facility, 335 Lincoln Street (Route 3A), Hingham, MA 02043," prepared by Kaestle Boos Associates, Inc., 416 Slater Road, P.O. Box 2590, New Britain, CT, dated October 8, 2021 and revised through August 25, 2022 (41 sheets);

"Site Plan Rendering," prepared by Bohler Engineering, 352 Turnpike Road, Southborough, MA, dated January 10, 2022 and revised through August 4, 2022 (1 sheet)

"Wayfinding Signage Plan," prepared by Vanasse & Associates, Inc., 35 New England Business Center Drive, Suite 140, Andover, MA, dated August 23, 2022 (1 sheet)

#### SUMMARY OF PROCEEDINGS

This matter came before the Planning Board (the "Board") on the application of the Town of Hingham (the "Applicant") for Site Plan Review under § I-I and a Special Permit A3 Parking Determination under § V-A of the Zoning By-Law (the "By-Law") and such other relief as necessary to construct a new three-story ± 50,000 square foot public safety facility and other improvements in the Industrial District.

The Board concurrently opened duly noticed public hearings on the applications at a meeting held remotely on July 25, 2022 via Zoom as an alternate means of public access pursuant to Chapter 107 of the Acts of 2022 temporarily suspending certain provisions of the Open Meeting Law. Subsequent substantive hearings were held on August 8, 2022 and August 29, 2022. The Board panel consisted of regular members Judith Sneath, Chair, Gordon Carr, Kevin Ellis, and Gary Tondorf-Dick. Tom Mayo, Town Administrator, presented the application to the Board, along with project representatives including Sean Schmigle, AIA, of Kaestle Boos Associates, Inc., Gabriel Crocker, P.E., of Crocker Design Group, Jeffrey Dirk, P.E., PTOE, FITE, of Vanasse & Associates, Inc., and Leslie Fanger, RLA, of Bohler Engineering. The Board was assisted in its review by Patrick Brennan, P.E., of Amory Engineers. At the conclusion of the review, the Board voted unanimously to grant Site Plan Approval and a Special Permit A3 Parking Determination under Sections I-I and V-A of the By-Law, with conditions set forth below.

Throughout its deliberations, the Board was mindful of the statements of the Applicant, its representative, and the comments of the general public, all as made or received at the public hearing.

## **BACKGROUND**

The subject property consists of approximately 3.07 acres of land within the Industrial zoning district. It is bound by Lincoln Street/Route 3A to the south, Shipyard Drive to the east, HMS Essington Drive to the north and Fresh Market to the west. The property currently has a two-story wood-framed office building with associated paved parking and driveways. Much of the site is covered by a large concrete slab associated with a former shipyard building that was razed in the 1970s. The topography is generally sloped from south (Route 3A) to north (Essington Drive).

The plans propose construction of a new three-story 50,000± SF public safety facility (PSF) to house both the Hingham Police and Fire Departments, replacing the existing Police Headquarters on Central Street and the North Fire Station on North Street. A summary of project details follows:

*Traffic and Circulation:* The Traffic Impact Assessment confirms that the project will not result in a significant impact on motorist delays or vehicle queuing at area intersections. Two curb cuts off HMS Essington Drive and one off Lincoln Street will provide access to the PSF. The driveways to Essington Drive will be aligned opposite existing driveways to the MBTA Commuter Boat parking lot to coordinate turning movements to the extent practicable. The Lincoln Street driveway will be limited to emergency vehicles and placed under preemptive traffic control to include a traffic signal and related signs and pavement markings. Finally, the proposed plan calls for replacement of existing crosswalks along HMS Essington Drive and at its intersection with Shipyard Drive East with stamped concrete.

*Parking:* The current PSF plans propose 128 parking spaces, 75 of which would be located in the secured two level garage and associated surface parking area. Visitor parking will be located along the north and east sides of the building, including 4 EV charging spaces in the north east of the lot along HMS Essington Drive. Additionally, the plan proposes center aisle spaces that exceed

the 20' length requirement to be used primarily for larger public safety vehicles and trailers. The parking layout otherwise complies with all dimensional standards.

The Zoning By-Law does not provide a defined parking requirement for a public building. As a result, the project requires a Special Permit A3 Parking Determination under Section V-A. The most comparable land uses that are included in the Zoning By-Law are "Professional Office" and "Auditorium" in the case of the public meeting room that is to be located within the building, neither of which are truly reflective of the unique nature of the project and the associated parking demands. Instead, the Board considered the functional parking requirements of the end users of the facility (Police and Fire Departments), with consideration of shift-change overlap, vehicle/equipment storage, and use of the public meeting/training room.

*Stormwater Management:* There is an existing dedicated 24" RCP pipe that conveys stormwater from the property to Hingham Harbor. A significant amount of runoff is currently not captured and sheet flows untreated mainly onto HMS Essington Drive. The proposed stormwater management system will include catch basins, trench drains, manholes, a proprietary treatment unit, and a subsurface infiltration system consisting of plastic chambers surrounded by crushed stone. These improvements will also utilize the existing 24" drain line that currently services the site.

*Utilities:* The property is located in the North Sewer District. Water will be directed to the existing sewer main in Lincoln Street. A new 8" water main will replace an existing 8" water main that runs across the north side of the property to provide domestic and fire services, along with two proposed hydrants. Underground electric and communication utilities will be tied to existing infrastructure in HMS Essington Drive. The Applicant, working with HMLP and Hingham Net Zero, incorporated a variety of green energy initiatives into the plan, including a nearly all-electric building and potential future solar installations. The building will also be connected to natural gas via the existing main in Lincoln Street.

*Landscape/Hardscape:* The site is a previously developed parcel largely devoid of mature vegetation; however, there are three existing, onsite deciduous trees located along the west property line that will be protected during construction. The majority of perimeter trees located immediately off-site along Shipyard Drive and HMS Essington Drive will likewise remain. Due to the location of the two northern entrance drives, three existing off-site trees along HMS Essington Drive will be transplanted. The Landscape Plan proposes a mixture of shade, ornamental, and evergreen trees, as well as a significant number of shrubs and other plantings. Hardscape, including concrete walks, paver areas, retaining walls and decorative granite blocks, will also complement the look of the Hingham Shipyard.

*Building Design:* The building massing and exterior façade reflects the industrial and nautical history of the Hingham Shipyard. The exterior materials consist mainly of brick veneer and aluminum faced composite wall panels with corrugated metal panel accents.

During the course of the hearings, the Board raised numerous questions and provided extensive comments pertaining to the proposed drainage system, parking, traffic, vehicle and pedestrian

access and circulation, landscaping, light trespass, signage, and building design. No abutters or members of the public raised questions or comments during the hearing process.

**WAIVERS:**

The Applicant requested the following waivers from applicable zoning regulations:

- 1) *Driveway Standards (Section I-1,6.i.(i)(C))*: Driveways shall be limited to the minimum width for safe entering and existing, and shall in no event exceed 24 feet in width unless waived by the Planning Board to accommodate truck traffic or additional travel lanes where required to facilitate safe and efficient circulation within the development.

Two (2) driveways exceed the 24 foot width. - (1) along HMS Essington Drive will be 27' in width (for emergency access) and (1) along Lincoln Street/Route 3A will be 96.3' in width (for emergency access).

- 2) *Off Street Parking Requirements: Parking Dimension Requirements (Section V-A, 3.)*: All off-street parking dimensional requirements are met, with the exception of within the secured parking area (parking structure) designated for the Police and Fire Department operations. The revised plan depicts 128 spaces overall with 75 spaces located in the garage. The center spaces in the garage exceed the maximum length of 20' (they are 27' in length and will accommodate trailers and other larger motorized equipment).

**SITE PLAN REVIEW DESIGN AND PERFORMANCE STANDARDS**

**a. Land Disturbance**

The property currently has a two-story wood-framed office building with associated paved parking and driveways. Much of the site is covered by a large concrete slab associated with a former shipyard building that was razed in the 1970s. The topography is generally sloped from south (Route 3A) to north (Essington Drive). The plans propose construction of a new three-story 50,000± SF public safety facility (PSF) to house both the Hingham Police and Fire Departments, replacing the existing Police Headquarters on Central Street and the North Fire Station on North Street. The project will generally mimic the existing topography, while significantly improving stormwater management.

**b. Site Design**

The proposed PSF and parking structure have been designed to blend with the surrounding buildings and existing topography of the site which slopes downward from south to north. Only the top floor of the parking structure and the second and third floors of the PSF are visible from Route 3A. The site is graded to slope down to HMS Essington Drive, from which the entire parking structure and three stories of the PSF are visible. A ramped access drive will bring secure vehicles from the Route 3A entrance down to the HMS Essington Drive elevation. There is a surface lot to the east of the PSF, which generally will not be visible from Route 3A/Lincoln Street.

**c. Character and Scale of Buildings**

The proposed PSF is three stories high with a dedicated secure parking structure for daily operations of the Police and Fire Departments. Only the top floor of the parking structure and the 2nd and 3rd floors of the PSF will be visible from Route 3A/Lincoln Street, which aligns and is consistent with the existing structures along the corridor and the Shipyard area – most notably Fresh Market to the East. In addition, the massing and exterior façade reflects the industrial and nautical history of the Hingham Shipyard. The roof will be flat and proposed the exterior materials consist mainly of brick veneer and aluminum faced composite wall panels with corrugated metal panel accents.

**d. Preservation of Existing Vegetation and Protected Trees**

As public property, this project is exempt from the Tree Protection standards in the By-Law. The site is a previously developed parcel devoid of mature vegetation, but there are three existing, on-site deciduous trees located along the west property line that are to remain and be protected during construction. Perimeter trees are located off-site along Shipyard Drive and HMS Essington Drive – the majority of which are to remain and be protected during construction. Due to the location of the two northern entrance drives, three existing off-site trees along HMS Essington Drive are proposed to be transplanted. The Landscape Plan proposes a mixture of shade, ornamental, and evergreen trees, as well as a significant number of shrubs and other plantings.

**e. Limit of Clearing**

The majority of the existing site has been previously developed. Effort has been made to preserve some of the existing vegetation at the perimeter of the site. Utilities have been designed within the paved areas of the site to allow for landscaping where possible.

**f. Finished Grade**

Grading will be altered in order to accommodate the new structure, but no slopes on the proposed plan exceed 3:1.

**g. Stormwater Management**

The proposed stormwater management system is designed to fully comply with the Massachusetts DEP Stormwater Management Standards. Stormwater will be captured via trench drains and deep sump catch basins and conveyed to an underground infiltration system or a water quality treatment unit before discharging to the existing 24" RCP outlet. The stormwater management system will eliminate runoff onto HMS Essington Drive. LID Stormwater BMP's were considered, but due to the space constraints of the site and the end user's ability to maintain green infrastructure, they were ultimately deemed not feasible to implement.

**h. Utilities**

Water will be brought to the project by teeing off of the main within Shipyard Drive. Wastewater will be pumped via force main into an existing manhole in within the Lincoln Street/Rt. 3A right of way. The electrical service will be upgraded from 1- phase to 3-phase

electric and extend underground from a proposed utility pole in the northwest corner of the site. Gas service will also be provided from an existing main in Lincoln Street.

**i. Pedestrian and Vehicular Access; Traffic Management**

The Traffic Impact Assessment (TIA) confirms that the project will not result in a significant impact on motorist delays or vehicle queuing at area intersections. In addition, three driveways are proposed – two of which intersect with HMS Essington Drive while the other intersects with Route 3A for emergency access only. The driveways have also been designed to allow turning movements by the appropriate design vehicles and facilitate pedestrian access across the driveways by providing sidewalks throughout the site and crosswalks at the driveways which will connect the existing sidewalks within the Shipyard. Bicycle storage has also been provided adjacent to the main entrance to the PSF. With respect to sight distances at the proposed site, driveways are proposed to exceed the recommended values for safe-stopping sight distance (SSD) and intersection sight distance (ISD) in both directions. Finally, additional markings and signage for pedestrians and vehicles are proposed on both Shipyard Drive and HMS Essington Drive for safer circulation and access.

**j. Lighting**

Proposed lighting fixtures comply with shielding and height requirements and no light will exceed 0.25 foot-candles at the property line.

**SITE PLAN REVIEW FINDINGS**

Based on the information submitted and presented during the review, and the deliberations and discussions of the Board during the hearings, the Board made the following findings in accordance with the Approval Criteria under § I-I, 7. of the By-Law:

- a. The proposed development, as conditioned by this Approval, will not adversely affect the health, safety and welfare of the prospective occupants, the occupants of neighboring properties, and users of the adjoining streets or highways, and the welfare of the Town generally.
- b. The proposed development meets all applicable Design and Performance Standards, with the exception of maximum driveway width requirements. A waiver of the 24' width limitation will allow for safe and efficient circulation for larger vehicles such as fire apparatus.

**SPECIAL PERMIT A3 FINDINGS**

Based on the information submitted and presented during the review, and the deliberations and discussions of the Board during the meetings, the Board made the following findings in accordance with the review standards under § V-A, 6. of the By-Law:

- a. **The parking is sufficient in quantity to meet the needs of the proposed project;**

The current PSF plans propose 128 parking spaces, 75 of which would be located in the secured two level garage and associated surface parking area. Visitor parking will be located along the north and east sides of the building, including 4 EV charging spaces in the north east of the lot along HMS Essington Drive.

The Zoning By-Law does not provide a defined parking requirement for a public building. As a result, the project requires a Special Permit A3 Parking Determination under Section V-A. The most comparable land uses that are included in the Zoning By-Law are “Professional Office” and “Auditorium” in the case of the public meeting room that is to be located within the building, neither of which are truly reflective of the unique nature of the project and the associated parking demands. Instead, Functional Demand Requirement of 128 parking spaces is based on the program needs of the end users of the facility (Police and Fire Departments), with consideration of shift-change overlap, vehicle/equipment storage, and use of the public meeting/training room.

**b. Pedestrian access and circulation has been provided for;**

Various crosswalks, sidewalks, and signage improvements are proposed for the site and the surrounding area to provide safe access and circulation for pedestrians.

**c. New driveways have been designed to maximize sightline distances to the greatest extent possible;**

Three driveways are proposed – two of which intersect with HMS Essington Drive while the other intersects with Route 3A for emergency access only. The driveways have also been designed to allow turning movements by the appropriate design vehicles and facilitate pedestrian access across the driveways by providing sidewalks throughout the site and crosswalks at the driveways, which will connect the existing sidewalks within the Shipyard. Sight distances at the proposed site, driveways are proposed to exceed the recommended values for safe-stopping sight distance (SSD) and intersection sight distance (ISD) in both directions. Finally, additional markings and signage for pedestrians and vehicles are proposed on both Shipyard Drive and HMS Essington Drive for safer circulation and access.

**d. It is impractical to meet these standards and that a waiver of these regulations will not result in or worsen parking and traffic problems on-site or on the surrounding streets, or adversely affect the value of abutting lands and buildings; and**

All off-street parking dimensional requirements are met, with the exception of within the secured parking area designated for the Police and Fire Department operations. The center spaces in the garage exceed the maximum length of 20' (they are 27' in length and will accommodate trailers and other motorized equipment).

**e. The granting of relief is consistent with the intent of this By-Law and will not increase the likelihood of accident or impair access and circulation.**

No adverse impacts on the parking and on-site traffic circulation will result from limited relief of the parking space dimensions and aisle width requirement under Section V-A, 3. Waivers are consistent with the intent of the By-Law.

## **DECISION**

Upon a motion made by Gordon Carr and seconded by Kevin Ellis, the Board voted unanimously to GRANT the application of the Town of Hingham for Site Plan Approval under § I-I and a Special Permit A3 Parking Determination under § V-A of the Zoning By-Law, with waivers related to driveway width and parking space length respectively issued from Section I-I,6.i.(i)(C) and Section V-A, 3., to construct a new three-story ± 50,000 square foot public safety facility and other improvements in the Industrial District, subject to the following conditions:

1. Recording of Decision. The Applicant shall file a certified copy of this decision in the Registry of Deeds and provide evidence of such recording with the application for a building permit.
2. Plan Modifications. Prior to application for a Building Permit, the Applicant shall revise the proposed plans as follows:
  - a. eliminate conflicts between the updated parking garage column spacing and parking space layout on the Garage Lower Level Floor Plan and Main Level Floor Plan such that all aisle widths provide a 24' width;
  - b. street and private way-facing retaining wall plan detail to match the stone rubble masonry material to be used on the ground signs; the retaining wall along the west side property line may consist of a similar, but more cost effective, alternative material with final details to be reviewed and approved by the Community Planning Department;
  - c. specify Town Hall water-struck brick for building siding and lighter colored wall panels as presented on the Elevation Plans, dated August 29, 2022;
  - d. incorporate window details shown on Option "A" Building Elevation Options as presented on August 29, 2022, including further design changes to the window and doorway trim colors as discussed during the hearing, to be reviewed and approved by the Community Planning Department;
  - e. include additional evergreen plantings to shield headlight glare of vehicles entering or exiting the second level onto Lincoln Street/Route 3A on the Landscape Plan; and
  - f. replace safety yellow bollards shown on the elevation plans with a more neutral color.
3. Pre-Construction Meeting. A preconstruction review meeting with inspection of the erosion control installation, marked limits of clearing, and tree protection measures shall be required before issuance of a Building Permit.
4. Limits of Work. During clearing and/or construction activities, the marked limit of work shall be maintained until all construction work is completed and the site is cleaned up. All vegetation beyond the limit of work shall be retained in an undisturbed state and no

stockpiling of topsoil or storage of fill, materials, or equipment may occur within the protected area.

5. Construction Hours. Construction shall not take place before 7:00 AM or after 7:00 PM Monday through Friday or before 8:00 AM or after 7:00 PM on Saturday and Sundays.
6. Construction Vehicles. During the period of construction, no construction worker vehicles, and no construction equipment (unless in connection with off-site mitigation while such work is underway), shall be parked offsite or on any public or private way.
7. Construction Operations. In order to mitigate temporary impacts during the construction phase related to views, dust emissions, and sediment runoff, the Applicant shall undertake the following measures:
  - a. install and maintain solid screening upon the construction fence; and
  - b. follow all construction related provisions described on Notes included on the Grading and Drainage Plan (Sheet C4.0) and Erosion & Sediment Control Plan (Sheet C6.0).
8. Inspections. Inspections shall be required during construction, and prior to issuance of a certificate of occupancy, of all elements of the project related to or affecting erosion control, limits of work, and the approved drainage and stormwater system installed for the project. The Planning Board may require, at the applicant's expense, the establishment of a consultant fee account pursuant to Massachusetts General Laws Chapter 44 Section 53G, to fund the cost of such inspections.
9. As-Built Plan Requirement. Upon project completion an as-built plan must be submitted to the Building Commissioner prior to the issuance of a certificate of occupancy, and in no event later than two years after the completion of construction. In addition to such other requirements as are imposed by the Building Commissioner, the as-built plan must demonstrate substantial conformance with the stormwater system design and performance standards of the approved project plans.
10. Landscaping. All new trees planted shall be maintained in good health for a period of no less than twenty-four (24) months from the date of final inspection, or issuance of a Certificate of Occupancy, if applicable. Should such tree(s) die or be removed within such twenty-four (24) month period, the owner of the property shall be required to replace such tree with a tree of comparable size within nine (9) months from the death or removal of such tree. The Applicant shall additionally provide adequate onsite access for landscaping equipment to maintain the southeasterly lawn and landscaping areas without impacting traffic circulation or parking availability within the site or adjoining streets and ways.

For the Planning Board,



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Judith Sneath  
September 12, 2022

**In Favor:** Judith Sneath Gordon Carr, Kevin Ellis, and Gary Tondorf-Dick  
**Opposed:** None

This decision shall not take effect until a copy of the decision bearing the certification of the Town Clerk that twenty (20) days have elapsed since the decision has been filed in the office of the Town Clerk and no appeal has been filed, or that if such appeal has been filed, that it has been dismissed or denied, is recorded with the Plymouth County Registry of Deeds and/or the Plymouth County Land Court Registry, and indexed in the grantor index under the name of the record owner or is recorded and noted on the owner's certificate of title.