

**TOWN OF HINGHAM**  
PLANNING BOARD

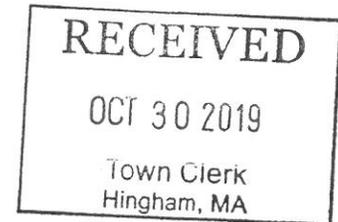
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**NOTICE OF DECISION**

**Minor Modification to the Special Permit A3 with Site Plan Review for the World's End Reservation Parking, Circulation and Amenities Plan**

**Applicant:** The Trustees of Reservations  
576 Essex Street  
Beverly, MA 01915

**Project Site:** World's End Reservation  
0 Off Martins Lane  
0 Martins Lane  
Hingham, MA 02043



**Deed Reference:** Certificate of Title No. 41485 and 48822 issued by the Plymouth County Registry District of the Land Court

**PROCEEDINGS**

In accordance with Condition 2 of the Special Permit A3 and Site Plan Review decision issued by the Planning Board and filed on February 16, 2017, the Trustees of Reservations ("TTOR" or "Applicant") submitted traffic counts and visitation data and requested the duly noticed public hearing be scheduled for the post construction review of the effectiveness of the Traffic and Parking Management Plan and if any changes are needed.

A public hearing of both the Planning Board and the Zoning Board of Appeals was duly noticed and opened on June 18, 2019, continued to and ultimately closed on October 7, 2019. The Applicant was represented by Robert Murray and Andy Gallagher, Trustees of Reservations. The Planning Board hearings were conducted by Judith Sneath, Kevin Ellis, Gary Tondorf-Dick and William Ramsey. The Planning Board consulted with Jeffrey Dirk of Vanasse and Associates (traffic, circulation and parking) who acted as a consultant to the Planning Board pursuant to Section I-I (2) of the Zoning By-Law.

**BACKGROUND AND DISCUSSION**

The World's End Reservation is a ~ 257 acre park located at the end of Martin's Lane comprised of rolling hills, walking paths, parking areas and driveway, and is zoned Official and Open Space. It is also known as Map 20, Lots 57 and 60.

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The Applicant received approval in 2017 to implement a project which was: (1) is intended to meet the needs of the existing use and mitigate impacts to the surrounding neighborhood and street; and (2) allows the TTOR to do this on site through the expansion of parking spaces, widening of the entrance to allow two way traffic, relocation of the gatehouse to move the point of service away from the entrance, reconfiguration of the driveways, construction of the loop road, and the proposed visitor’s center. Condition #2 of the Special Permit A3 and Site Plan Review decision required a review of the effectiveness of the Traffic and Parking Management Plan and if any changes are needed. The decision specified the traffic and visitation data to be provided to the Planning Board for peer review.

At the June 18, 2019 hearing Mr. Dirk stated that the data collection was not in accordance with the decision. Mr. Murray, Mr. Dirk and the Board discussed some of the challenges of the data collection effort with regard to the technology and placement of the traffic counting devices. The Board ultimately continued the hearing to allow additional time for the Applicant to comply with the decision and provide information such the peer review engineer and Board could assess the effectiveness of the Traffic and Parking Management Plan.

In advance of the October 7, 2019 hearing the Applicant submitted new traffic and visitation data for peer review, and a revised draft Traffic and Parking Management Plan, revised to October 3, 2019. Mr. Dirk, peer review consultant for the Board, submitted his review of the new data in advance of the hearing as well. At the start of the October 7, 2019 hearing Chairman Ramsey reiterated the scope of the lookback for those present and stated that the focus was on the Traffic and Parking Management Plan in accordance with Condition #2 of the Special Permit A3 and Site Plan Review decision and options to mitigate any issues related to that.

Mr. Murray stated that the road widening, moving the gatehouse, and expanded parking areas all helped move vehicles and visitors efficiently into the site and within the site. The Applicant then reviewed the data collection and reiterated that the overall the project had resulted in efficient movement of traffic onto and off of the site, and there was only congestion and parking demand in excess of the capacity of the parking lot on August 24<sup>th</sup> when there was a Tier One event scheduled in addition to parking demand from regular non-event visitors. On August 24 there were two periods of time when the site was over capacity and visitors were turned away. Mr. Murray stated that they had arranged for the Tier One event participants to park at Nantasket Junction and take shuttles to the site, but, the Trustees had also sold parking passes for onsite parking for the Tier One event and as a result this “reserved parking” in combination with regular visitation contributed to the congestion. Mr. Murray also stated the plan to now lock the gate every night in response to recent complaints from the neighbors regarding noise on the property when the facility is closed.

Mr. Dirk reported that the data submitted is fully compliant with the conditions in the decision. The information provides a good view of the park during the busiest month. The data tells us that the improvements that were made really improved how the park functions. Traffic to the site can be absorbed into the site easily to park and there is an opportunity to turn around and exit the park easily if the parking is full. The widening of the gate, increasing the parking and the installation of the loop has improved how the park is functioning. He stated that the Tier One event that was on August 24 was the one time in the study period that there was not enough parking supply to support the demand. This was caused by the use of some on-site parking as reserved parking for the Tier One event in combination with the regular utilization on a nice

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summer day by members not attending the Tier One event. Mr. Dirk explained that the data illustrates that if the parking for the Tier One event is better managed the parking on site would be adequate. That would mean having all parking for Tier One events off site or in the event of Solstice, on the lawn. The Board discussed at length whether or not they should require the park to be closed to members not attending the Tier One event on the two days each year when a Tier One event was taking place, or, simply require all parking for Tier One events to be off site, or on the grass in the event of the Solstice event. The Board determined that the concern they want to mitigate during Tier One events was the vehicular congestion and that it was not that World’s End should be closed during Tier One events rather than the parking lot should be.

The Police Chief stated that the physical improvements to the site and the project overall was a success from his perspective because the issues of traffic queuing in Martin’s lane and congestion at the entrance have been mitigated. He states that this project has resolved the parking and traffic complaints and that this is fine tuning the project. The Chief stated that he supports the nightly locking of the gates at World’s End, which is standard practice at most parks. There was a discussion about if regular closing hours should be established for the property instead of the current practice of closing at “dusk” or “sunset”. There was not consensus regarding this matter and ultimately the Board did not establish set closing hours because that might limit the use of the park. The Board stated that all events should be staffed by the Trustees. The Board discussed the question of smaller events happening after sunset when the park is closed. The Board felt that providing that the event was staffed and that the vehicular traffic is being managed it would not be a problem. Mr. Murray said the lot would otherwise be closed if it was after hours.

The Board heard public testimony at both hearings and also received written testimony from members of the public, the Police Chief, and the Building Commissioner and discussed the concerns that were raised. The Boards referenced the Building Commissioner’s correspondence and that the Traffic and Parking Management Plans adopted by the Zoning Board of Appeals (ZBA) and the Planning Board were not consistent, specifically to the point that the version adopted by the ZBA limited the quantity of programming and the version that the Planning Board had adopted did not place a cap on the quantity of the smaller Tier 3 programs. The Building Commissioner had noted that it would help with enforcement in the future if the decisions were consistent and clear. The Planning Board did not limit the quantity of the smaller programming because the data indicated that there was sufficient parking capacity for them. The Planning Board did limit the potential overlap of Tier 2 and Tier 3 events so that they would not cumulatively have the same impact as the larger events. The Planning Board did review the revised Traffic and Parking Management Plan submitted by the applicant to understand the changes proposed by the Applicant and for changes to mitigate identified concerns. The Board felt the proposed changes were acceptable and made one minor edit to the language as provided before identifying additional language changes during deliberations.

The Board asked the applicant and the peer review engineer about the excessive dust being generated by the traffic on the gravel roadway as described in the public comments received, and what had been done and what could be done to mitigate it. Mr. Murray said that they do have a water truck on site and apply water daily already and he acknowledged that at times dust from the roadway is a problem. Because it is an environmentally sensitive site they are not able to apply any chemicals or additives to the water for dust control purposes. He also said that part of the anticipated function of the vegetation near the roadway is to collect dust, so to that extent the

plan is working. Mr. Dirk said that the gravel material should become more solid as traffic drives over it and as this happens the amount of dust being generated will decrease over time, but, because the level of traffic is low the roadway material is taking longer to solidify than it would at a more heavily used location. Mr. Dirk said another way to reduce the dusting is to add more fines and that some locations use more of a bluestone type material for this treatment. The Applicant and Mr. Dirk both agreed that the roadway would likely need to be top dressed in the spring and that might be a good time to introduce additional fines onto the gravel roadway to further reduce dusting. Mr. Murray also reported that the larger stone at the entrance had already been changed to the smaller material used throughout the property to address neighbor concerns regarding noise generated from cars driving over the stone. This change was done with staff to mitigate neighbor complaints right away. The Board took public comments and after additional discussion moved to deliberations.

### **FINDINGS**

Based on the information submitted and presented during the hearing the Board made the following findings:

1. The site improvements to the entrance and parking area have mitigated the frequent queuing of vehicles on Martin’s Lane and minimized impacts on the surrounding neighborhood.
2. Minor changes to the Traffic and Parking Management Plan are indicated based on the review of the data, particularly for the Tier One event.
3. Whereas complaints continue regarding stone dust, because over time the dusting will decrease as the surface becomes more hardened, and because the Trustees have a water truck to address dusting conditions, the Trustees must continue the regular and ongoing application of water for dust control as needed.

### **DECISION**

The Board then Moved, Seconded and so Voted to Approve a Minor Modification to the Special Permit A3 with Site Plan Review for the World’s End Reservation Parking, Circulation and Amenities Plan pursuant to Condition 2 (a) of the Planning Board decision filed February 16, 2017 and, the analysis of the data submitted for review as required by the condition, subject to the findings, and with the following conditions as discussed:

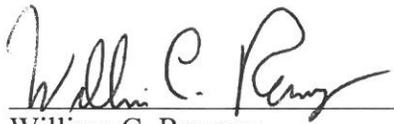
1. The Traffic and Parking Management Plan dated February 6, 2017 shall be revised as follows:
  - a. To accept the changes proposed in the October 3, 2019 revision except that the first bullet under “Parking Procedures for Tier One and Tier Two Events, and Peak Visitation Days” should reference “Tier One” and not “Solstice”, and change the date to October 7, 2019.
  - b. To revise the “Notes” on the last page of the Traffic and Parking Management Plan to include the following sentence: “From April 1 – October 1 the TTOR will continue the regular and ongoing application of water for dust control purposes daily, and add additional bluestone material when top dressing in the spring of 2020”.
  - c. To revise the “Ongoing Strategies” on page 1 of the Traffic and Parking Management Plan to state: “ 8. During Tier One events the TTOR shall close

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World’s End parking lot to non-event visitors and utilize social media and outreach to pass holders in advance of the Tier One event to reduce congestion accessing the property. Event parking will be provided off site at a designated location or within the property within the site on specific sections of the fields on Planter’s Hill that have been identified by the Trustees’ ecology staff as non-ecologically sensitive.”

- d. To revise the “Annual Review” section on Page 5 of the Traffic and Parking Management Plan to specify that the annual review will take place in November.
- e. To revise the “Security Protocols for World’s End” to add the following: “All events will be staffed by the TTOR, and for events outside the regular hours the TTOR will manage vehicular access.”

2. All other conditions remain in full force and effect.



William C. Ramsey  
Chairman, Hingham Planning Board  
EXECUTED this 29<sup>th</sup> day of October, 2019

Votes:

In favor: Sneath, Ellis, Ramsey, Tondorf-Dick

Opposed: None

Cc: Clerk, ZBA, Police, Conservation, Building, J. Chessia, J. Dirk,

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Exhibit A  
The Trustees of Reservations  
World's End Traffic and Parking Management Plan  
Revised October 2019

[see attached]

## The Trustees of Reservations

### World's End Traffic and Parking Management Plan

Revised October 7, 2019

**Goal:** to execute a safe and efficient traffic and parking management plan for the World's End Reservation (the "Property") to:

1. Ensure the safety of visitors to the Property, event attendees, neighbors, and the safety of the general public traveling to and into the site.
2. Create efficient flow of traffic and minimize impacts on the surrounding neighborhood.
3. Formalize the management of traffic and parking at the Property for all events.

### Ongoing Strategies to Manage Visits and Shift the Attendance from Peak to Off-Peak

#### Times:

TTOR recognizes that during peak visitation periods (defined to mean 11:00 a.m. to 3:00 p.m. on Saturdays, Sundays, and holidays from April through November, depending on weather) the management of traffic and visitation to Worlds End is critical in order to mitigate impacts on the surrounding neighborhood. To promote better mitigation, TTOR shall utilize the following strategies:

1. Use social media including the Trustees website, and local facebook and twitter accounts to message in advance about lot closures, site updates, and challenges with parking availability
2. Encourage use of carpools whenever possible including 'camp outs', solstice, and other programs
3. Evaluate incentives to shift attendance from peak to off peak visitation including pricing
4. Schedule program offerings off peak hours whenever possible
5. Utilize pre-registration for events when possible in order to effectively manage crowds
6. Coordinate with Hingham Police and Fire on a parking strategy in advance of an event
7. Incorporate police details on events and Peak Visitation days to enforce no standing on Martin's Lane.
8. During Tier One events the TTOR shall close World's End parking lot to non-event visitors and utilize social media and outreach to pass holders in advance of the Tier One event to reduce congestion accessing the property. Event parking will be provided off site at a designated location or within the property within the site on specific sections of the fields on Planter's Hill that have been identified by the Trustees' ecology staff as non-ecologically sensitive.

**Tiered Events:**

**Tier One:** These are large audience events like Summer Solstice, or an Anniversary Celebration. There shall not be more than two Tier One programs annually, and each shall be limited to one day in duration. Tier One events shall be scheduled outside of peak visitation times. Attendance for Tier One events shall be capped and preregistration is required. The parking and management strategies for all Tier One events shall be reviewed and coordinated with the Hingham Police and Fire Department at a meeting scheduled no later than one month prior to the event. When off-site parking is being utilized, event related traffic arriving at the property will be kept to a minimum with no “reserved parking” within the designated parking area. To the extent required by the Police Department after a case by case review police details will be deployed for Tier One events.

Tier One Programs		
Name/Description	Scale (maximum)	Frequency
Seasonal Celebration (ex. Summer Solstice)	350 vehicles	1/year on the date of the solstice if a summer solstice event
Anniversary or World’s End specific celebrations	250 vehicles	Not to exceed 1/year
Advertised free admission days, e.g. Green Friday	n/a	Not allowed

Notes: 1. There will be no parking outside the designated parking areas except during Tier One events. The decision to park outside of the designated area shall be made by The Trustees in consideration of weather and ecology.

**Tier Two:** These are moderate audience programs which fall outside the peak visitation period. Examples are school field trips and camp outs. The school field trips shall be scheduled for weekdays, while schools are in session. They shall be booked in advance to avoid scheduling conflicts among groups. All field trips shall be dropped off at the site by the school bus, and then the buses shall be parked off-site and return for prearranged pickup. Language shall be included in field trip instructions that buses cannot idle during pick-up and drop-off operations. Family-based camp outs may be offered on two specific weekends per year, with arrival late in the afternoon and departure mid-morning.

Tier Two Programs		
Name/Description	Scale (maximum)	Frequency
Camp out	100 people/session	2/year
School field trips	100 students	Field trips shall not overlap

Notes: 1. Buses shall not idle during drop off and pick up operations.

2. All parking for Tier Two events shall be in the designated parking areas or off-site with shuttle bus provisions. Carpooling will be encouraged.

3. Tier Two Programs will not be scheduled concurrently or overlapping with Tier One programs.

**Tier Three:** These are small audience programs geared to 15-20 people. These programs are run throughout the year, are typically scheduled for morning or late afternoon/evening time slots, and fall outside of peak visitation periods. With the limited number of cars associated with these events no special parking procedures are needed. Some examples of these types of events include:

<u>Tier Three Programs *</u>		
<u>Name/Description</u>	<u>Scale (maximum)</u>	<u>Frequency</u>
<u>Guided walks (adults)</u>	<u>20 people/walk</u>	<u>**</u>
<u>Outdoor activities (children)</u>	<u>20 people/activity</u>	<u>**</u>
<u>Equipment rentals (snowshoes, kayaks, etc.)</u>	<u>20 people/equipment</u>	<u>Seasonally**</u>
<u>Nature art Workshops (painting, photography, etc.)</u>	<u>20 people/session</u>	<u>Seasonally**</u>
<u>Summer Camp</u>	<u>20 people/session</u>	<u>M-F from late June to mid-August**</u>

\*Parking for all Tier Three programs will be in designated laid out parking areas

\*\*shall not overlap with Tier One events nor shall multiple Tier Three events be offered concurrently to equal a Tier Two or Tier One event.

**Staffing:** The Trustees shall bring on additional on-site staff the day of each event, scaled appropriately to the program needs. In advance of a Tier One the Trustees shall work directly with the Hingham Police Chief or his designee at least one month prior to the event to determine the appropriate number of police detail officers that are necessary based on the nature of the event and expected attendance level. The Trustees shall assume all costs associated with the required police details as directed by the Police Chief.

**Prior to all events:**

All notifications and announcements for the event shall include a statement on the prescribed parking arrangements appropriate to each event. This shall include:

1. Postings on the Trustees website and its social media accounts
2. Event listing in The Trustees members' magazine
3. Postings on the on-site bulletin boards
4. Press releases for the event in local news outlets. (for Tier One events)
5. These postings shall encourage use of the Greenbush Commuter Rail service for events when a shuttle service is provided from Nantasket Junction station. (for Tier One events)

All notifications and announcements shall include a statement that parking is expressly prohibited outside of the property's parking facilities and that vehicles parked along Martins Lane or other neighborhood streets shall be subject to ticketing and towing at the vehicle owner's expense. Paid events shall require pre-registration to allow for better control of the events attendance and general event planning. Tier One and Tier Two events shall be scheduled so as not to occur during the property's peak visitation times.

### **Parking Procedures for Tier One and Tier Two Events, and Peak Visitation Days:**

Anticipated Peak Visitation Days and Tier One Events may require additional off-site parking. Prior to the event or day, the Trustees shall coordinate with the Hingham Police Chief and shall make arrangements for off-site parking at the MBTA Nantasket Junction station, or other appropriate location, with a shuttle service provided to the Property. The Trustees shall assume all associated costs and liability associated with the off-site parking and shuttle service operation.

- For Tier One event parking may be accommodated within the Property on specific sections of the fields on Planter's Hill that have been identified by the Trustees' ecology staff as non-ecologically sensitive. A staff person shall control and regulate the one-way flow of traffic over the bridge at Damde Meadows. Two-way radios shall be used to manage the flow of traffic within the Property.
- During Tier One and Tier Two events, and on Peak Visitation weekends, TTOR rangers shall staff the parking lots to monitor cars coming in and out as well as staffing the front gate. The parking lot ranger shall radio up to the front gate staff to let them know how many spaces are available. Once there are no spaces available, the rangers at the entrance to the property will let people know that the lots are full. When parking lots are full, vehicles shall be directed to turn around and exit the property utilizing the internal loop driveway. Rangers shall make it clear that there is no parking available in the neighborhood.. At the dispersal of an event, police details will ensure safe access and egress to and from the neighborhood according to the plan developed in consultation with the Police Chief.
- During Peak Visitation weekends at the discretion of the Police Chief or his designee a police detail shall be posted at the Property exit at the expense of the TTOR.

### **Security Protocol for World's End:**

World's End is open to the public from 8am till sunset. The Rangers shall open the property at 7am on weekends during the summer season to accommodate the somewhat larger demand for early access to the property. Security protocol for the site shall include the on-duty Ranger locking the entrance to the property at sunset after the last vehicle leaves. A sign shall be posted near the entrance to the property that states the hours the property is open, that the gate locks at

sunset, and the actual time of sunset for that day. A Knox Box (or similar) shall be provided at the stone columns at the entrance to the property in order to allow Emergency Personnel access to the site as needed. Accommodations for the installation of security cameras shall be included with the plans for the visitor center. All events will be staffed by the TTOR, and for events outside the regular hours the TTOR will manage vehicular access.

**Annual Review:**

This traffic and parking management plan will be reviewed on an annual basis in November with the Hingham Police Chief or his designee and other Town Departments to review parking management procedures. Any proposed changes to the Frequency of Tier One and Tier Two events or modifications to this Traffic and Parking Management Plan shall require approval of the Planning Board and Zoning Board as applicable.

**Notes:**

TTOR will provide public notice through social media that visitors are expected to drive carefully to and around Worlds End and that parking within posted areas of the neighborhood may result in towing or ticketing. This shall be emphasized in special event notifications and announcements also. From April 1 – October 1 the TTOR will continue the regular and ongoing application of water for dust control purposes daily, and add additional bluestone material when top dressing in the spring of 2020.

