



# 19

**COMMUNITY  
MITIGATION  
FUND**

**APPENDIX D**

**2019 Transportation Planning Grant Application**

**BD-19-1068-1068C-1068L-33629**

*Please complete the entire application.*

☐

Check if a joint application

1. NAME OF MUNICIPALITY(IES)/GOVERNMENT ENTITY(IES)/DISTRICT(s)

City of Lynn

2. DEPARTMENT RECEIVING FUNDS

Community Development

3. LEAD APPLICANT - NAME AND TITLE OF INDIVIDUAL RESPONSIBLE FOR HANDLING OF FUNDS (CONTRACT MANAGER)

James M. Marsh / Community Development Director City of Lynn

4. ADDRESS OF INDIVIDUAL RESPONSIBLE FOR HANDLING OF FUNDS (CONTRACT MANAGER)

Lynn City Hall - Room 311 Lynn, MA 01901

5. PHONE # AND EMAIL ADDRESS OF INDIVIDUAL RESPONSIBLE FOR HANDLING OF FUNDS (CONTRACT MANAGER)

781-586-6770 JMarsh@Lynnma.gov

6. NAME AND CONTACT INFORMATION OF JOINT APPLICANTS - MUNICIPALITIES /GOVERNMENT ENTITIES/DISTRICTS

N/A

7. NAME AND TITLE OF INDIVIDUAL(S) AUTHORIZED TO COMMIT FUNDS ON BEHALF OF MUNICIPALITY(IES)/GOVERNMENTAL ENTITY(IES)

Mayor Thomas M McGee

8. ADDRESS OF INDIVIDUAL(S) AUTHORIZED TO COMMIT FUNDS ON BEHALF OF MUNICIPALITY(IES)/GOVERNMENTAL ENTITY(IES)

Lynn City Hall - Mayor's Office Lynn, MA 01901

9. PHONE #, EMAIL, AND ADDRESS OF INDIVIDUAL(S) AUTHORIZED TO COMMIT FUNDS ON BEHALF OF MUNICIPALITY(IES)/GOVERNMENTAL ENTITY(IES)

781-598-4000 Meaghen.Hamill@lynnma.gov

10. NAME OF GAMING LICENSEE Encore Boston Harbor Casino / Everett



**1. IMPACT DESCRIPTION**

**Please describe in detail the transportation related impact that is attributed to the construction or operation of a gaming facility. Please provide support for the determination that the construction or operation of the gaming facility caused, is causing or may cause the impact.**

Several arterial roadways pass through the City of Lynn, including Routes 1A, 107, 129, 129A, Essex Street, Boston Street, and Broadway. These routes serve as primary access corridors connecting the North Shore communities of Swampscott, Marblehead, Salem, Peabody, and Nahant with the City of Boston and Metro North communities including the City of Everett. With the ongoing Encore Boston Harbor Casino construction, currently scheduled through the summer of 2019, workers and construction vehicles from these communities will continue to put additional strain onto these already congested corridors in the City of Lynn daily. Upon the casino's opening in the summer of 2019, the additional traffic anticipated to travel through the City of Lynn is also a vital concern to safety, efficiency, and air quality along the City's roadways. Route 1A (Board Street/Lynnway) and Route 107 (Western Avenue) in particular are anticipated to carry much of this traffic. However, with these corridors already experiencing congestion, traffic spills over onto ancillary arterials and collectors throughout the City seeking alternate routes. In addition, with a potential gaming visit population of 70,575 based on estimates conducted as part of the Wynn Casino Environmental Impact Report and the potential for jobs for Lynn residents, many casino trips may begin or end on Lynn's local roadways.

Route 107 (Western Avenue) is an arterial roadway connecting Revere, Everett and Boston to the south and the cities of Salem and Peabody to the north. It is the location of a major transit corridor and serves as a link to commercial activities and regional employment centers. Within the context of a "Complete Streets" the goal is to balance the local and commercial traffic concerns against the regional travel patterns throughout the corridor, particularly impacts from the Encore Resort. Considerable efforts have been made to develop solutions to the Route 107 corridor to mitigate operational and safety issues while providing improved accommodations for additional modes of transportation besides the automobile.

Western Avenue (Route 107), a bi-directional roadway, runs in a generally northeast-southwest direction across the City of Lynn. Land use along the corridor is a mixture of residential properties with small commercial businesses located at intersections. The project limit extends between Centre Street and Chestnut Street, approximately 1.3 miles. The roadway is approximately 45 feet wide with concrete sidewalk varying in



width from 8 to 10 feet along both sides of the street within the 66-foot right-of-way. Parking is generally permitted on both sides of the street and the posted speed limit is 30 mph. The study area will include detailed traffic operations improvements at seven intersections; five signalized and two unsignalized.

Western Avenue is functionally classified as an Urban Principal Arterial and is a major transit route for the MBTA, carrying MBTA bus routes 424/424W, 434, and 450/450W. The City of Lynn anticipates that casino bound employees as well as patrons would be utilizing MBTA buses servicing Western Avenue as a means of transportation to the Encore Boston Harbor Resort. The Urban Principal Arterial designation indicates that the roadway provides a high degree of mobility and high traffic volume with no control of access. Western Avenue within the study area limits is under the jurisdiction of the City of Lynn and has an Average Annual Daily Traffic (AADT) volume that varies from a low of 15,900 to a high of 18,400 vehicles per day.

## **2. PROPOSED USE OF TRANSPORTATION PLANNING FUND**

As current efforts utilizing 2017 CMF Transportation Planning Grant funds have included conducting a City-wide study of existing traffic signal systems to identify deficiencies to develop both short-term improvements and a long-term capital improvements, the effort currently proposed entails the conceptual design of traffic operational and safety improvements along the Route 107 (Western Avenue) corridor. A preliminary analysis has already been completed and the Western Avenue Rehabilitation Project has been determined to be eligible for Federal Aid highway funding by the Massachusetts Department of Transportation's Project Review Committee (PRC). On December 11, 2018, the PRC notified the City of Lynn that the Western Avenue Project is eligible for up to \$36,205,000 in highway funding.

Under the proposed Scope of Work, conceptual design alternatives will be developed and analyzed throughout the corridor. These alternatives will focus on both safety and traffic operational improvements to accommodate future traffic and growth along the corridor. Improvements may include intersection reconstruction including geometric improvements, traffic signalization improvements and optimization, ADA compliance upgrades, transit accommodations, and improvements consistent with the City of Lynn's Complete Street Policy. There are five (5) intersection locations within the Western Avenue Corridor that are Highway Safety Improvement Program (HSIP) locations. These are locations that are eligible for funding and are crash clusters that rank within the top 5% of each Regional Planning Agency (RPA). Alternatives will be specifically developed at these locations to address the deficiencies contributing to safety and operational hazards.

The proposed work will also include a Public Outreach component which will aim to inform the public on the proposed improvement and solicit input on future design considerations. Rendered concept plans illustrating the proposed improvements will be developed and presented to the public for review and comment.

**3. PROPOSED MITIGATION (Please attach additional sheets/supplemental materials if necessary.)**

**a) Please identify the amount of funding requested.**

The City of Lynn is requesting \$200,000 for this effort.

**b) Please identify below the manner in which the funds are proposed to be used.**

The funds will be used to engage the services of a professional transportation engineering firm to complete the traffic analysis and conceptual design of infrastructure improvements to mitigate the impacts of additional casino related traffic.

**c) Please provide documentation (e.g. - invoices, proposals, estimates, etc.) adequate for the Commission to ensure that the funds will be used for the cost of mitigating the impact from the construction of a proposed gaming establishment.**

Please refer to Attachment A - Scope of Services Document

**d) Please describe how the mitigation request will address the specific impact indicated.**

The City of Lynn's roadway corridors already experience congestion and traffic safety concerns. The mitigation request will fund the traffic analysis and conceptual design of alternatives for infrastructure improvements to mitigate traffic congestion and safety impacts.

**4. CONNECTION TO GAMING FACILITY**

**Please provide specificity/evidence that the requested funds will be used to address issues or impacts directly related to the gaming facility.**

Please refer to Attachment A - Scope of Services Document which outlines the traffic analysis and conceptual design effort to address traffic congestion impacts associated with casino trips.

**5. IMPACT CONTROLS/ADMINISTRATION OF IMPACT FUNDS**

**Please provide detail regarding the controls that will be used to ensure that funds will only be used to plan to address the specific impact. If non-governmental entities will receive any funds, please describe what reporting will be required and how the applicant will remedy any misuse of funds.**

The Chief Financial Officer of the City of Lynn has insisted that any community mitigation funding awarded to the City of Lynn be placed in a separate revolving account. In this manner, the funding would only be permitted if it addressed the specific transportation needs of the City. The Community Development office would be required to obtain



the approval of both the Mayor and the City Council prior to any expenditure of community mitigation funding.

#### **6. CONSULTATION WITH REGIONAL PLANNING AGENCY (RPA)/NEARBY COMMUNITIES**

**Please provide details about the Applicant's consultation with the Regional Planning Agency serving the community and nearby communities to determine the potential for cooperative regional efforts regarding planning activities.**

A preliminary analysis has already been completed and the Western Avenue Rehabilitation Project has been determined to be eligible for Federal Aid highway funding by the Massachusetts Department of Transportation's Project Review Committee (PRC). On December 11, 2018, the PRC notified the City of Lynn that the Western Avenue Project is eligible for up to \$36,205,000 in highway funding.

#### **7. MATCHING FUNDS FROM GOVERNMENTAL OR OTHER ENTITY**

**Please demonstrate that the governmental or other entity will provide significant funding to match or partially match the assistance required from the Community Mitigation Fund. Please provide detail on what your community will contribute to the planning projects such as in-kind services or planning funds.**

The City's Department of Community Development, in conjunction with the City's Department of Public Works will contribute in-kind staffing services to this project. The project is well within the limits of the City's Comprehensive Revitalization Area (CRA) and as such, is eligible to receive additional matching funds from the Department of Community Development. If funded we intend to utilize Chapter 90 funding and or Block Grant funding to supplement the scope of work described herein if needed.

#### **8. RELEVANT EXCERPTS FROM HOST OR SURROUNDING COMMUNITY AGREEMENTS AND MASSACHUSETTS ENVIRONMENTAL POLICY ACT (MEPA") DECISION**

- a) Please describe and include excerpts regarding the transportation impact and potential mitigation from any relevant sections of any Host or Surrounding Community Agreement.**

Although the City of Lynn's Neighboring Community Agreement does not specifically site these impacts, they have certainly come to fruition.

**b) Please provide a demonstration that such mitigation measure is not already required to be completed by the licensee pursuant to any regulatory requirements or pursuant to any agreements between such licensee and applicant.**

Absent funding from this grant or other City of Lynn sources, this project will not move forward. Encore Casino within their license and within our Neighboring Community Agreement is not required to perform such work.

**c) Please also briefly summarize and/or provide page references to the most relevant language included in the most relevant MEPA certificate(s) or comment(s) submitted by the community to MEPA.**

N/A

**d) Please explain how this transportation impact was either anticipated or not anticipated in that Agreement or such MEPA decision.**

In 2014, both the casino (Wynn, MA, LLC at the time), and the City of Lynn did not anticipate these impacts within the City's Surrounding Community Agreement.

**e) If transportation planning funds are sought for mitigation not required under MEPA, please provide justification why funding should be utilized to plan for such mitigation. For example, a community could provide information on the significance of potential impacts if trip generation totals exceed projected estimates.**

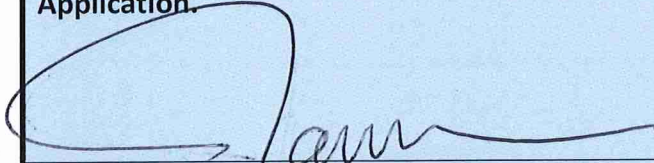
We are aware that trip generation totals will indeed exceeded our projected estimates. The increase is due to Encore construction workers coupled with the news that GE will be hiring hundreds of new employees at their Route 107 facility. In addition, the overall increase in gambling on the North Shore will further affect these trip totals.

**No Community is eligible for more than one  
Transportation Regional Planning Incentive Award.**



**CERTIFICATION BY MUNICIPALITY/GOVERNMENTAL ENTITY**

On behalf of the aforementioned municipality/governmental entity I hereby certify that the funds that are requested in this application will be used solely for the purposes articulated in this Application.



Signature(s) of Responsible Municipal  
Official(s)/Governmental Entity(ies)

2/1/19  
Date

## **ATTACHMENT A – SCOPE OF SERVICES**

The City of Lynn would like to thank the Massachusetts Gaming Commission for its commitment to mitigating the potential impact that traffic generated by casinos in the Commonwealth will have on neighboring communities. The recently approved 2017 Community Mitigation Fund Transportation Planning Grant agreement with the Commission for a citywide traffic signal inventory was an important first step to address casino related impacts within the City of Lynn. The 2019 Community Mitigation Fund Transportation Planning Grant will further compliment the City's efforts to assess impacts to our transportation infrastructure created from casino related traffic and to aid the City in developing a capital improvement plan to mitigate these impacts. To that end the City intends to contract with a qualified Consultant to perform the following Scope of Services relative to mitigation of potential adverse impacts arising from traffic generated by the Encore Boston Harbor casino located in the City of Everett.

As previously discussed, several arterial roadways pass through the City of Lynn, including Routes 1A, 107, 129, 129A, Essex Street, Boston Street, and Broadway. These routes serve as primary access corridors connecting the North Shore communities of Swampscott, Marblehead, Salem, Peabody, and Nahant with the City of Boston and Metro North communities including the City of Everett. With the ongoing Encore Boston Harbor Casino construction, currently scheduled through the summer of 2019, workers and construction vehicles from these communities will continue to put additional strain onto these already congested corridors in the City of Lynn daily. Upon the casino's opening in the summer of 2019, the additional traffic anticipated to travel through the City of Lynn is also a vital concern to safety, efficiency, and air quality along the City's roadways. Route 1A (Board Street/Lynnway) and Route 107 (Western Avenue) in particular are anticipated to carry much of this traffic. However, with these corridors already experiencing congestion, traffic spills over onto ancillary arterials and collectors throughout the City seeking alternate routes. In addition, with a potential gaming visit population of 70,575 based on estimates conducted as part of the Wynn Casino Environmental Impact Report and the potential for jobs for Lynn residents, many casino trips may begin or end on Lynn's local roadways.

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roadway is approximately 45 feet wide with concrete sidewalk varying in width from 8 to 10 feet along both sides of the street within the 66-foot right-of-way. Parking is generally permitted on both sides of the street and the posted speed limit is 30 mph. The study area will include detailed traffic operations improvements at seven intersections; five signalized and two unsignalized.

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**Error! Reference source not found.** intersections ranking shows three study area intersections within project limit for three consecutive ranking periods; 2011-2013, 2012-2014, and 2013-2015. The reason for showing multiple analysis periods is to highlight the fact that these study area intersections are moving closer to the top of the Top 200 crash list each year and require immediate attention.

The City conducted a corridor-wide Roadway Safety Audit (RSA) with the MassDOT Traffic and Safety Engineering Section in August 2018 to identify additional corrective measures which will be incorporated into a future design. Furthermore, the City held its first Public Workshop on September 17, 2018 to gain feedback on the proposed cross-sectional elements and traffic control to better inform the project design. Additional workshops as part of the 2019 Community Mitigation Fund Transportation Planning Grant will be scheduled as this initial phase of the project progresses. In addition, the City will be coordinating with the MBTA throughout the conceptual design process to identify improvements to existing bus stops and routes traveling along or across the Western Avenue corridor, including bus stop consolidation or relocation, bus stop amenities, and potential implementation of Transit Signal Priority.

The City of Lynn was recently notified by MassDOT that the Route 107 Corridor, from Centre Street to Eastern Avenue was approved as eligible for over \$36 million in federal and state highway funding. The City of Lynn would be responsible for design, right-of-way and environmental permitting. The funds obtained through the 2019 Community Mitigation Fund Transportation Planning Grant would provide the opportunity to build on the momentum gained from the initial planning efforts and allow the project to complete a comprehensive traffic evaluation, concept level planning and public outreach effort.

As current efforts utilizing 2017 CMF Transportation Planning Grant funds have included conducting a City-wide study of existing traffic signal systems to identify deficiencies to develop both short-term improvements and a long-term capital improvements, the effort currently proposed entails the conceptual design of traffic operational and safety improvements along the Route 107 (Western Avenue) corridor. A preliminary analysis has already been completed



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## **Scope of Services**

### ***A. Conceptual Design Development***

#### **1. General**

- a. The CONSULTANT shall assist the CITY in preparing and analyzing conceptual design alternatives for traffic and safety improvements along the Route 107 (Western Avenue) corridor. The project limits shall include Western Avenue (Route 107) from Market Square, northerly to the intersection of Chestnut Street, a distance of approximately 6,900 feet (1.31 miles).

#### **2. Roadway Safety Audit Review (RSA)**

- a. As noted in MassDOT's Top Crash Locations inventory, the segment of Western Avenue (Route 107) from the Market Square roundabout to Chestnut Street is represented by 3 Top 200 intersection clusters, 9 high crash locations, and 2 Pedestrian crash locations that are eligible for funding through the Highway Safety Improvement Program (HSIP).

- b. The CONSULTANT will review the MassDOT RSA which was conducted to identify safety issues and will identify potential countermeasures for each of the issues. The countermeasures may include short-term, intermediate-term, and long-term improvements and can range in cost from low to high.

### 3. Traffic Analysis

- a. The CONSULTANT will review available traffic counting data which will focus on turning movement counts at the following locations:
  - i. Western Avenue at Centre Street
  - ii. Western Avenue at Mall Street
  - iii. Western Avenue at Park Street
  - iv. Western Avenue at Franklin Street
  - v. Western Avenue at Washington Street
  - vi. Western Avenue at Bay View Avenue/Maple Street
  - vii. Western Avenue at Chestnut Street
- b. Traffic projections will be made to include future growth based on an appropriate design year. Operations will be analyzed at each of the above identified intersections under both current and future traffic volumes using the latest available Synchro software. The analysis of peak hour traffic volumes will be used to determine what, if any, changes to geometry, traffic control, signal timing and phasing could be made to improve operations under existing and future conditions.
- c. A traffic Alternatives Analyses will be conducted which will include evaluation of traffic operations and lane configurations along the Western Avenue corridor, safety enhancements, installation of bike lanes, and improvements to pedestrian facilities.

### 4. Functional Design Report

- a. In accordance with MassDOT submission requirements a Functional Design Report (Safety and Design Report) will be prepared. This Scope of Services assumes that the CONSULTANT will update the abbreviated Functional Design Report previously prepared which shall include updated traffic data related to traffic volumes, crash occurrence, turning movements, existing alignment and roadway geometry and other pertinent information in order to comply with the latest MassDOT requirements and to arrive at appropriate design recommendations.

- b. The Functional Design Report will include a summary of the alternatives analysis and traffic analysis including an evaluation of all alternatives considered for advancement, and the selection of a recommended alternative.

#### 5. Concept Design

- a. Based upon the results of traffic analysis, as well as the recommendations identified in the Roadway Safety Audit, concept design alternatives will be developed for the Western Avenue corridor. As topographic survey and base plan preparation are not anticipated in this phase of the project. Concept alternatives will be prepared on the latest available aerial mapping. Alternative improvements will include, but not be limited to, traffic and safety improvements, intersection geometric modifications and reconstruction, traffic signal modifications and optimization, ADA curb ramps and appurtenances, pedestrian and bicycle accommodations, transit facility enhancements, and streetscape amenities.

#### 6. Order of Magnitude Cost Estimating

- a. A preliminary construction cost estimate will be prepared as based on prevailing prices established by the MassDOT and recently advertised and awarded projects completed by the CITY.

### ***B. Public Outreach***

#### 1. Presentation Materials

- a. The CONSULTANT will develop color rendered concept plans which identify and illustrate the intent of the proposed alternative improvements. Plan may include aerial views, roll plans, perspective typical sections, and other graphics and plans suitable for public viewing.
- b. Presentations will be developed in which the project purpose and need, project goals and intent, schedule and timeframes, and next steps are presented.

#### 2. Meetings and Workshops

- a. The CONSULTANT will attend up to three (3) public workshops to present existing conditions, obtain public input on the needs of the project corridor, and present preliminary design alternatives. Alternatives will be refined, and a preferred alternative selected based on feedback received at the public workshops.



The estimated fee for the above Scope of Services is \$200,000.00 as follows

- Traffic Analysis and Functional Design Report - \$ 30,000
- Conceptual Design Development - \$150,000
- Public Outreach - \$ 20,000