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**Planning & Urban Development Department**

Jeff Levine, Director

**Planning Division**

Alexander Jaegerman, Director

September 13, 2012

Greg Shinberg

Shinberg Consulting

477 Congress Street

Portland, ME 04101

**RE: 433 Fore Street – Canal Plaza Hotel**

**Level III Site Plan Review**

 **Application ID Number: 2012-558**

Dear Mr. Shinberg:

Thank you for your application for a Level III site plan review of the proposed Canal Plaza Hotel. The application is currently being reviewed under the provisions of the City of Portland’s site plan ordinance, particularly Sections 14-526 and 14-527. This letter outlines preliminary staff comments, as well as comments from the Planning Board’s September 11 workshop.

**ZONING ANALYSIS**

Marge Schmuckal, Zoning Administrator, submitted comments on the Canal Plaza Hotel proposal with respect to the B-3 Zone, the Height Overlay District, and the Pedestrian Activities Overlay District. Ms. Schmuckal’s preliminary review comments are included as *Attachment 1* and as follows:

This current parking surface lot is proposed to turn into a 7 story, hotel with 124 guest rooms and retail on the first floor. The property is located in a B-3 Zone with a Pedestrian Activities Overlay (PAD) zone and although the proposed building is not *in* the Historic District, it is within 100' of a Historic District.

The plans are preliminary at this time with no full dimensioned elevations. According to the Height Overlay Map, the maximum building height is 85' with a requirement of 65' maximum street wall height. The submitted elevations at this time are not sufficient enough to determine complete compliance. Certainly the effort of a step-back is being shown. I await further information and scalable elevations.

Parking for the hotel is 1 parking space per each 4 guest rooms or a requirement of 31 parking spaces. However, the project is showing to be 79,200 sq. ft. in size which allows the Planning Board to determine the required number of parking spaces. Whatever the final number of required spaces, there is a parking garage under the same ownership adjacent to the property that has the ability to handle the parking requirements.

Section 14-220(c) - Street wall build-to requirement is a maximum of 5'. The first floor shows a maximum setback of 16' at the farthest point along Fore Street. There is no definition of the terminology for "street wall build-to line". The rest of the building is overhanging 3.7' from the property line along Fore Street. I determined that the proposed structure is meeting this requirement.

The B-3 zone has a maximum noise requirement. All HVAC units will need separate permits and will be required to submit information on the dBAs produced by any noise-making units.

Separate permits are required for any new signage.

I am awaiting more complete plans before I can finalize my zoning analysis and approval.

It has been requested that the glass tower at the Fore Street/Union Street intersection extend higher than the 65’ maximum street wall height. Ms. Schmuckal has considered this request and confirmed that the glass tower would be considered part of the building. As such, it is not permitted to exceed the 65’ height limit. However, Ms. Schmuckal has suggested that the glass tower could be retained in some form if stepped back at the height limit. The full 15’ stepback would not be required.

**RIGHT, TITLE, & INTEREST**

Written evidence that CMP is amenable to the terms of a new easement, revised to correspond to the actual location of the electrical conduit, is requested. Revocable license agreements with the city for both foundation footings and the Fore Street canopy, which are designed to extend into the right-of-way, will also be necessary. As plans finalize, additional discussions with Corporation Counsel on this matter will be required.

Survey comments from the Department of Public Works are included in *Attachment 2*.

**SITE PLAN REVIEW**

1. ***Transportation Standards***

The preliminary plans for the development, including a Traffic Impact Study, have been reviewed by Thomas Errico, consulting traffic engineer. His comments are included as *Attachment 3* and excerpted below.

*Impact on Surrounding Street Systems*

Mr. Errico notes,

I concur with the conclusions of the trip generation analysis that the project will generate less than 100 passenger-equivalent trips and therefore a Traffic Movement Permit is not required.

I concur with the conclusions of the traffic study that the Union Street/Fore Street intersection can accommodate the added traffic from the development.

With respect to the Union Street/Fore Street intersection, Mr. Errico also notes,

The applicant will be responsible for design and implementation of signal equipment modifications on the corner of the Union Street/Fore Street intersection (in conjunction with changes on the corner). In addition, other signal improvements will be required to ensure the signal meets current standards and is upgraded such that it is functioning as efficiently as possible. I will define the recommendations in the future.

On-street metered parking spaces will be lost on Union Street. This change will require council action and the applicant will be responsible for providing all supporting information for the inclusion in the council submission.

The application states that the porte cochere will be designed to minimize left-turning movements. However, there are concerns regarding the adequacy of these plans. Mr. Errico writes,

It is my suggestion that left-turn movements entering the hotel on Fore Street be prohibited due to long vehicle queues on Fore Street (from the Union Street traffic signal). In my professional opinion signage alone will not be sufficient treatment for enforcing this prohibition. The applicant should investigate geometric alignment changes for the driveway and possible treatments on Fore Street for restricting left-turn entry movements.

Planning Board members reiterated this point and emphasized the importance of physical, geometric changes to the plan for the porte cochere.

*Access and Circulation*

There are concerns regarding stacking in the porte cochere at the entrance doors, which could cause congestion on Fore Street. Mr. Errico notes,

Given the location of the entry to the hotel, I am concerned that there will be the tendency for guests to park directly next to the door, thus contributing to back-ups onto Fore Street. The applicant should provide information on how drop-offs will be managed.

In reviewing the porte cochere, Mr. Errico also notes,

The angle of the pavement markings for the at-grade passenger loading zone should be reversed.

Of the service access behind the building, Mr. Errico writes,

The applicant should provide a detailed summary of truck deliveries, including what type of vehicles are expected, and how they will access the rear loading dock. An “auto-turn” analysis should be provided.

It will be necessary to coordinate with CMP regarding the plans for the adjacent site to ensure that sight lines into and out of the service drive are not obscured.

A waiver for a diagonal ramp at the corner of Fore and Union Streets has been requested, given existing site constraints in this area. On this point, Mr. Errico notes,

The applicant should conduct an analysis as to whether the radius on the corner of the Union Street/Fore Street intersection abutting the project site can be reduced in size. The City is interested in reducing the radius such that improved pedestrian accommodations can be incorporated including provision of preferred sidewalk ramp alignment. I would note that the City would be open to minor vehicle encroachment, if necessary.

David Margolis-Pineo, of the city’s Department of Public Services, whose complete comments are included in *Attachment 4*, also notes about this corner,

It is unclear if the city sidewalk is encroaching on the applicant’s property at the corner of Fore and Union Streets. Please clarify if the city needs a pedestrian easement from the applicant.

Mr. Errico commented on the crosswalk treatment at the porte cochere,

The applicant should consider pavement treatment methods for differentiating the sidewalk pedestrian path crossing each driveway. This will help to ensure that vehicles queuing in the drop-off area will not block the sidewalk during busy time periods.

Planning Board members reiterated this point, also suggesting the demarcation of the pedestrian space in the porte cochere as a way to raise pedestrian awareness of crossing vehicles.

*Parking*

The executive summary of the submitted Traffic Impact Study cites a demand for 169 parking spaces during the peak hours from 4 p.m. to 7 p.m. The parking narrative in the study itself calculates a total demand of between 106 and 132 spaces during the p.m. peak. This inconsistency in the parking demand calculations should be resolved in the final proposal. The revised calculations should account for both the retail square footage as well as the hotel square footage. Planning Board members also stated that employee parking needs should be clarified. It should be noted that, since the proposed building is over 50,000 SF, the Planning Board ultimately establishes the number of required parking spaces.

The application states that 218 of the 409 total spaces in the adjacent parking garage could be repurposed to both offset the loss of the existing surface lot and provide space for hotel guests. The city’s parking manager has noted that deed restrictions exist at the garage which limit the number of available spaces in that facility. This arrangement should be clarified in the revised proposal. Mr. Errico writes,

I continue to review the parking analysis. It is my understanding from the City’s Parking Manager, contractually the subject parking garage is to set aside 100 parking spaces for general users at all times. This requirement should be included in the analysis. Additionally, the City’s Parking Manager indicated that there is information on monthly parking usage. The applicant should review that information as part of assessing parking supply adequacy. Lastly, it was suggested to the applicant that local parking data was collected by the Hampton Inn that would provide another data source in estimating parking demand. I believe this local data would be a good indicator of parking needs. The applicant should contact the Planning Department for acquiring this information.

The Planning Board emphasized this point, asking for clarity on the parking numbers and verification that adequate supply exists to both meet the demand and offset the loss of existing parking on the site.

23 bike parking spaces are proposed, a number which is likely more than adequate given the bike parking ratios in the site plan ordinance (two spaces/10 car parking required). Revised plans should indicate where bike racks will be located on the front of the building.

***2. Environmental Quality Standards***

*Landscaping and Landscape Preservation*

The preliminary plans have been reviewed by Jeff Tarling, City Arborist. His comments are included as *Attachment 5* and excerpted below. It should be noted that, in revised plans, more detail regarding the treatment of all landscaped areas will be necessary.

Of the landscaping, Jeff Tarling, City Arborist, writes,

The proposed hotel building occupies a large percentage of the overall project site leaving little if any landscape space presented. Recommendations would be to create landscape space as available along the building wall behind the sidewalk along Fore Street and Union Street. This may include woody & herbaceous planting in raised beds, planters and streetscape improvements. The goal would be to meet landscape standards and the typical horticultural displays found at similar hotel projects the use of raised planters should be included. Recommendations / conditions would include installing raised granite planters along both Fore & Union Streets that include both street-trees and some type of landscape planting, such as low woody / herbaceous planting. The use of 'green wall' vertical planting system should be explored for non-window areas. The environmental benefit of green walls, landscaping should be considered an important element for the site even with limited planting space.

The border between the existing CMP substation and the proposed hotel project should include a buffer between the two sites. This could include the use of fencing and vegetation. The applicant should work with CMP to continue the long existing screening of the substation that includes trees and shrubs. This would include the service entrance from Canal Plaza.

Board members requested that the landscaping, particularly street trees, be designed so as to maximize chances of survival.

*Water Quality/Storm Water Management/Erosion Control*

Steve Bushey, the city’s consulting civil engineer, has reviewed the submittal and provides the following comments (also included as *Attachment 6)*,

Due to the existing development nature of this site, storm water management should not be a major issue. The conversion of parking lot pavement to building area should actually be considered as beneficial and the tree box filter will improve water quality from the limited area contributing to it. Erosion control measures will also be minor during construction given the site size and conditions.

Details pertaining to the tree box filter should be provided, including sizing, plant material, piping, etc.

Roof drainage should be clearly identified and discussed as to connection points, etc.

Design info for all proposed storm drainage and appurtenant structures will need to be indicated on the next round of drawings.

Spot grades at entrance locations and along the sidewalks would be beneficial and are recommended.

Some detail as to the retaining wall on the east side of the property, including its constructability with respect to the building wall foundation, should be reviewed. Drainage behind the wall may be particularly important.

Mr. Bushey notes similar concerns regarding the retaining wall on the north side of the site.

The Planning Board requested more information on the proposed and potential use of the separated stormwater system in Union Street.

***3. Public Infrastructure and Community Safety Standards***

*Public Safety and Fire Prevention*

Comments from the city’s Fire Prevention Bureau will be forwarded upon receipt. In his review, Mr. Bushey notes that fire department connection(s) should be identified.

*Availability and Capacity of Public Utilities*

For the final site plan review, evidence that there are sufficient utilities, in particular, sewer and water capacity, will be required.

Mr. Bushey notes that the final plans should include limits of disturbance and a note indicating that all work to be completed in the city right-of-way will be done in accordance with the city’s street opening requirements.

Mr. Bushey also notes,

The applicant’s engineer should comment on any need for temporary interruptions of existing utilities services anticipated as part of the construction work.

The plan appears to indicate a transformer pad to the north side of the building within a 6’ wide landscaped area. Typically pad mount transformers are no less than 7’x7’ in dimension up to 9’x9’ in dimension, so the engineer should review. The engineer should confirm CMP setback requirements for the transformer pad. Will an emergency generator be necessary, and if so, where will it be located?

The applicant’s engineer should review pipe systems in Union Street with respect to storm drainage and water and conflicts with existing utilities running up and down Union Street. Profiles and/or test pits might be beneficial.

Has CMP reviewed, and have they accepted, the location of the underground primary power supply along the easterly side of the building? If so they should be shown on the plans.

It is unclear if the utilities are to be shared between the two buildings [i.e. retail and hotel]. If so, will these utility lines go underground beneath the entrance driveway?

We note the lowering of ground grades above the existing CMP duct bank and wonder if test pits are necessary to confirm depth of that existing piece of infrastructure and will the lowering of grade over it negatively impact it.

David Margolis-Pineo, of the city’s Department of Public Services, adds,

The applicant is proposing to remove and plug several drain lines. The applicant’s attention is directed to section 2.6.11 of the city’s Technical Manual for the requirements to plug abandoned sewer laterals. Please add note to the plans directing the demolition contractor to this city requirement.

The sewer system is combined in this area. It would be advantageous to separate the storm water down Union Street to Commercial Street where there is a storm water sewer. The city would be interested in receiving a contribution to do this work.

***4. Site Design Standards***

*Snow and Ice Loading*

Snow removal details will be required with the final site plans.

*Historic Resources*

The Historic Preservation Board will review elevations and renderings for general compatibility with the Old Port Historic District (under Section 14-526(d)5.b) at their meeting on September 19. These comments will be provided thereafter.

*Exterior Lighting*

Details on exterior lighting, including a full photometric plan and lighting cut sheets, should be provided with the final plans. Street lights should meet the standards of the *Technical Manual*, including those for the Downtown Street Lighting District.

*Noise and Vibration*

Information on the HVAC and mechanical equipment should be provided with the final plans.

*Signage and Wayfinding*

More information on signs, including wayfinding signage, will be required for final review. Signs will need to meet the zoning ordinance.

*Zoning-Related Design Standards*

As the site is located in the B-3 zone, it is subject to the Downtown Urban Design Guidelines. Renderings and elevations, as well as SketchUp files if possible, should be provided. The renderings should reflect the pedestrian experience on Fore and Union Streets.

**PUBLIC COMMENTS**

In email correspondence, as well as at the September 11 Board meeting, members of the public generally expressed support for the project. Suggestions include:

* Use the separated system in Union Street as much as possible for stormwater purposes;
* Move the entrance doors closer to Union Street and reverse the direction of traffic in the porte cochere;
* Ensure that the parking arrangement is legally codified, and provide a pedestrian connection to the garage in the case that valet service is compromised;
* Reduce the number of bike racks;
* Use easements, rather than revocable licenses, for footings and awnings; and
* Consider times of construction work so as not to affect existing businesses in the area.

**NEXT STEPS**

1. Address comments of staff, the Planning Board, and Historic Preservation Board (following their September 19 meeting)
2. Submit revised plans, including more extensive renderings and elevations *(suggested)*
3. Hold second Planning Board workshop *(suggested)*
4. Prepare final plan submission, including submittal requirements as included in 14-527(f), for review by the Planning Authority and Planning Board
5. Hold final Planning Board Hearing

Please let me know if you have questions or would like a meeting with reviewers to clarify the above points. I can be reached on 874 8723 or hcd@portlandmaine.gov.

Sincerely,

Nell Donaldson,

Planner

Attachments:

1. Zoning review 8-28-12 (email from Marge Schmuckal)
2. Survey comments 8-23-12 (from Bill Clark)
3. Traffic Engineer review 9-5-12 (email from Tom Errico)
4. Department of Public Services review 8-31-12 (email from David Margolis-Pineo)
5. City Arborist review 9-5-12 (email from Jeff Tarling)
6. Civil Engineer review 8-30-12 (memo from Steve Bushey)

Cc: Barbara Barhydt, Development Review Services Manager

Marge Schmuckal, Zoning Administrator

David Senus, Woodard & Curran

David Margolis-Pineo, Department of Public Services

Tom Errico, T Y Lin

Steve Bushey, DeLuca Hoffman Associates

Jeff Tarling, City Arborist