

**TRANSPORTATION DEMAND MANAGEMENT PLAN**

TO: Ms. Barbara Barhydt - Development Review Services Manager  
Development Review Program, City of Portland

FROM: John Q. Adams, P.E., PTOE  
Senior Transportation Engineer  
Milone & MacBroom, Inc.

DATE: October 22, 2012

RE: Transportation Demand Management Plan  
Applicant - J. B. Brown & Sons  
Proposed Hotel, Restaurant, and Residences  
Commercial Street, Portland, Maine  
MMI #5002-01-6



**Project Description**

The applicant is proposing a mixed-use development comprised of a 131-room limited service hotel, 14 residences, and a casual restaurant of approximately 7,000 sf. In total the development will occupy approximately 111,180 sf of space. The plan calls for 28 on-site parking spaces, with another 82 spaces provided off-site at a nearby surface parking lot on York Street. The York Street parking lot is located 300 ft south of the York Street at Maple St intersection and is owned by J.B. Brown & Sons.

The ownership structure is a significant consideration in this TDM Plan. It is the intent of J.B Brown & Sons, Inc. (JB) to maintain significant ownership of the development upon completion. This will allow JB to commence and maintain the goals of this TDM plan over the long term.

Project Location Relative to Transportation Context

At its location on the Portland peninsula and along the waterfront with Casco Bay, the Project is currently served by a transportation network comprised of local streets, an “arterial” street (Commercial St.), bus routes, pedestrian sidewalks, bikeways and the Casco Bay island ferry system. Moreover, the Project’s location is an area with a high density of residents and commuters ensures that the Project will be positioned to take advantage of the bicycle and pedestrian initiatives that are currently being developed as part of the city’s Comprehensive Plan and improvements in the mass transit (METRO) system. Additionally, this project is located on the western edge of the City’s Pedestrian Activities District. The goals of this district are to improve walkability and increase pedestrian oriented development and retail uses.

From the perspective of automobile transportation, the Project’s location is well suited for an on-peninsula project. Access to the site includes Franklin Street to the east, Commercial Street to the south, Route 77 to the south connecting to South Portland via the Casco Bay Bridge, and on a more regional basis by I-295 north of the project. Drivers to and from the site will have choices on how to access the site. Drivers can utilize I-295 and the Franklin Street interchange north and east of the site and can also access I-295 from the west at Congress Street and the Fore River Parkway interchanges. The Project will provide a mix of dedicated on-site parking and off-site parking by valet services, totaling 110 spaces (28 on-site and 82 off-site). A detailed Parking Study for the Project has also been submitted concurrently with this TDM plan. The Project developers believe that the mix of parking provided an

appropriate number of parking spaces for the hotel and residences while also acknowledging that many retail and restaurant uses are not supplied with any off-site parking. However, we have proposed to supply the restaurant use with 10 spaces for employees off-site at the proposed York Street valet parking lot.

The central peninsula location will promote walking and bicycling to work (both from and to the Project) as well as to restaurants, shopping, recreation and cultural amenities. The area is served by excellent sidewalks with illumination, ADA curb ramps, and crossing signals on Commercial Street at the intersections at Center Street and Union Street, and illumination and ADA curb ramps at other intersections.

The project location will have access to several modes of mass transit services including; the METRO Bus lines, South Portland bus service, Concord Coach Bus services and the Amtrak Downeaster.

#### METRO Bus Lines

The project location will allow easy access to the Metro 8 line which runs nearby on Danforth Street. It also provides access to the Metro Pulse, 1, 2, 3, 4, and 5 lines via Congress Street which is approximately a ¼ mile walk. These also provide access to the Portland Transportation Center on Thompsons Point, which then gains access to all 8 of the Greater Portland Transit District bus lines. Once at the Portland Transportation Center there are connections to the Downeaster rail service and to the Concord Coach intercity bus service

#### South Portland Bus Service

The South Portland bus Service (SPBS) currently has three routes which travel to Portland and loops around York Street, Union Street, Congress Street and High Street. These routes have transfers to the Metro routes on Congress Street and Elm Street and provide convenient route runs for potential users adjacent to the site on York Street.

#### Concord Coach (CC)

This intercity bus service provides non-stop service southerly to South Station in Boston and northerly to Augusta and Bangor Maine. CC also provides service to the Maine mid-coast regions also. This service allows access to connections from South Station in Boston via CC or other bus lines and rail services such as the Downeaster and the MBTA. To the north in Bangor, the CC provides connection services to Cyr Bus lines which provide service to points north in Aroostook County.

#### Amtrak Downeaster

This passenger rail service provides service from Freeport to the north southerly through Portland and to points south including North Station in Boston. Currently this service provides five round-trips per day.

#### Casco Bay Ferry Lines

This project would be an excellent work location for residents of Peaks Island and the other islands, with the ferry terminal less than ½ mile (on sidewalks) from the site along Commercial Street.

#### **Purpose of the TDM Plan**

The City of Portland requires the creation of a TDM plan for all projects in excess of 50,000 sf, or with 100 or more employees or students. This proposed mixed-use development is comprised of a hotel, restaurant and residences that will total 111,180 sf., which meets the criteria. The TDM plan will serve

a series of important needs. The Federal Transit Administration (FTA) defines Transit Oriented Developments (TOD) as mixed-use development within walking distance of public transportation. TOD's are key elements in creating and enhancing sustainable and livable communities and neighborhoods. There is a strong relationship between transit and economic development. TOD's tend to increase usage and ridership of transit services while reducing reliance on automobiles which decreases congestion and in some cases can improve air quality.

With these purposes in mind, J.B. Brown & Sons offers the following TDM plan objectives:

- Maximize the use of existing transit services in the area of the project
- Encourage public and private partnerships that will help to provide a reliable and safe transportation network that enhances quality of life and contributes to economic development.
- Reduce impacts of congestion especially during the peak hour hours on the adjacent roadway network.
- Make reductions to the amount of on-site parking.
- Reduce the use of single occupancy vehicles (SOV's)

**Set Trip Generation and Parking Demand Reduction Targets**

The Technical Manual requires applicants to develop a reduction target that begins with parking and trip generation projections based on either Institute of Traffic Engineers (ITE) projections or project-specific projections.

Detailed traffic and parking analyses have been prepared by licensed professional engineers and submitted to the City Planning Department as part of the Project's application for site plan approval. The trip generation estimates were based on ITE rates and the parking demand estimates were based on a mix of the City's ordinances, available industry data, and on the recently approved and in use redeveloped Jordan's Meat site. These are summarized below:

**Trip Generation Summary** (ITE *Trip Generation*, 8<sup>th</sup> Ed., see applicant's traffic study for details)

	Size	Trips	Enter	Exit
Hotel Weekday AM Peak Hr	131 room	61.3	53.9	7.4
Hotel Weekday PM Peak Hr	131 room	71.9	12.2	59.7
Restaurant Weekday AM Peak Hr	7,000 sf	42.6	26.0	16.6
Restaurant Weekday PM Peak Hr	7,000 sf	58.2	28.5	29.7
Residences: Weekday AM Peak Hr	14 units	5.5	1.1	4.4
Residences: Weekday PM Peak Hr	14 units	6.6	4.2	2.4
<b>TOTAL: Weekday AM Peak</b>		<b>109</b>	<b>81</b>	<b>29</b>
<b>TOTAL: Weekday PM Peak</b>		<b>137</b>	<b>45</b>	<b>91.8</b>

**Parking Generation Summary** (see applicant's parking study for details)

	Size	Rate/Ratio	Cars Parked
Hotel	131 rooms	0.65	86
Restaurant	7,000 sf	10 for the restaurant	10
Residences	14 units	1/unit	14
<b>TOTAL</b>			<b>110</b>

*Target Trip and Parking Reduction Percentages.* As the Technical Manual and the guidance at [www.tdm2go.com](http://www.tdm2go.com) recognizes, it is necessary to survey the specific employers, employees, residents and users to establish meaningful, achievable trip and parking reduction targets. Based on consultation and review of the existing literature, an appropriate and objective basis for trip reduction targets at this stage of development is set forth in *ITE Trip Generation Handbook*, 2d Ed., Appendix B “Effects of Transportation Demand Management (TDM) and Transit on Trip Generation.” A detailed analysis of the data and methodologies presented in that ITE article is beyond the scope of this plan, but the applicant and its consultants believe that the studies cited in the article generally support a 10% reduction in trips and parking. The applicant believes that through the implementation of a dynamic and robust TDM the 10% goals will be achieved.

### **TDM Coordinator**

JB will be either hiring a part-time TDM coordinator or appoint a hotel employee the duties of the part-time TDM coordinator. The TDM coordinator will work with tenants to encourage and enhance the following services and items by residents, employees, and guests of the proposed uses.

- Promote and increase the use of alternatives to single occupancy vehicle travel with other available services including; Metro bus lines, Concord Coach lines, South Portland bus lines, other available bus lines, Amtrak Downeaster, U Car Share, airport shuttles
- Promote rideshare services and opportunities
- Encourage and increase bicycling and walking.
- Monitoring the amount of site parking utilized in conjunction with parking management staff.
- Continually strive to enhance and update the TDM plan. This TDM plan is not a static document, it is and should be a dynamic document that is continually monitored and improved.

The TDM Coordinator will also work with each of the users (hotel, restaurant and residences) to customize and apply the goals of the TDM plan to their individual uses.

### **Customized Parking and Trip Reduction Strategies**

The Technical Manual recognizes that “every TDM plan must be customized to reflect the specific mix of use proposed for the development” and that “the administration of the TDM plan and the role of the TDM coordinator must adequately respond to the scale of the development, the uses in the development, and management of the facility. The TDM Plan for the project also recognizes the importance of customized, employer-specific TDM measures and appropriately will rely on input from the employers of the hotel and restaurant to customize and define strategies.

***Specific Actions, Items and Elements that will be employed to promote the goals and objectives of the TDM plan will include and not be limited to:***

#### *Educational TDM Information Bulletin Board*

A bulletin board will be installed in the hotel lobby with information and location of:

- Various mass transit and alternatives transportations services available.
- Tourist attractions within walking distance and those conveniently accessible by mass transit in the area.

In addition, a shelf would be installed adjacent to the bulletin board with info, pamphlets and maps available for guest to take for free. The applicant would also work with the restaurant operator to also have available in their lobby similar information. Periodically, pamphlets could be sent to the residents

promoting local mass transit and alternative transportation modes.

#### Resident, Employee & Customer Surveys

A key to an effective and dynamic TDM plan will be to solicit feedback from the sites users. The initial survey will be used to shape the first year TDM plan. Annual surveys will be conducted thereafter to continually monitor and customize the TDM to better match the site and its users. JB will coordinate with the individual tenants to perform surveys. The surveys will be tailored to each of the users of this development including;

1. Residents
2. Employees
3. Customers.

The survey will ask questions to discern such items as:

- What modes of travel are being utilized (cars, motorcycles, bus, walking etc.)
- Satisfaction with chosen modes of travel
- Potential for users to consider and employ alternates to single occupancy vehicles for travel.
- What are their concerns or deterrents to using mass-transit and alternative modes of travel.
- What types of changes/incentives could be employed by the TDM Coordinator to increase the use of mass-transit and alternative modes of travel. Examples could include subsidizing a portion or all of mass transit fares by employers, or offering parking to ridesharing employees.

The surveys would be made effectively available to each user.

Residents: A Periodic survey could be sent to each resident. Incentives to complete and return the survey could be offered such as transit vouchers or gift certificates to the restaurant use.

Employees: Information could be included on the bulletin board or sent along with paychecks. Incentives to complete the surveys could be offered such as mass transit vouchers or incentives to car pool or rideshare.

Customers: Surveys could be included with hotel or restaurant bill with incentives to complete the surveys such as; offering discounts on bills or cost associated with parking.

#### New Employee/Resident TDM Information Packets.

The Project developers will provide each new resident with a packet of educational information about TDM and the Project's TDM programs and commuting information. The agreements with the hotel and restaurant operators will require every employer to provide a TDM Information Packet to each new employee. This will be the responsibility of JB.

#### Carpools & Vanpools

The TDM Coordinator will contact Go Maine Commuter Services and coordinate with employers at the hotel and restaurant to find co-workers and other employees with similar addresses and schedules to promote the use of this service. The TDM Coordinator will work with the employers to encourage use of the vanpools and carpools by creating acceptable incentive programs.

#### Create Carpool Plan

The employers of the hotel and restaurant will create a plan and provide parking either on-site or at the York Street valet parking lot for employees who car pool with a least one other employee.

#### Ridesharing

The TDM Coordinator will encourage residents, employees and customers to use the services available.

Promotional strategies may include; email blasts, social media updates, reservation confirmations, info included with bills and checkouts.

U Car Share

U Car share is a service that is available in the City of Portland. This service provides vehicles on an hourly and daily basis. Information on this service will be provided to residents, employees and hotel guests. The information can be put on the bulletin board, included in initial information packets and sent out through social media.

Public Transit

Offer free public transit passes to hotel guests. Employers of the hotel and restaurant would be encouraged to provide subsidies for use of transit by their employees. This will be the responsibility of the hotel and restaurant employers.

Shuttle Service

The hotel would provide shuttle service to the Portland Jetport, Amtrak and Metro station on Thompsons Point. Arrangements could also be made for special events such that hotel guest are shuttled to and from the hotel and event. This will be the responsibility of the hotel.

Install Bike Racks

Bike racks have been proposed for the site by JB. The current program will include space for 14 bicycles on-site plus an additional 6 spaces will be provided to the residents in a storage room. The installation of the bicycle racks will be the responsibility of the applicant JB Brown & Sons.

Unbundle Parking from Residences

The TDM Coordinator will work with JB to provide incentives (cost differentials) for including or not including a dedicated on-site parking space with the residential unit. This will be the responsibility of JB.

Build Wider Sidewalk with Pedestrian Amenities

Wider sidewalks 6 ft in width will be utilized in the site plan design. This will encourage pedestrian use of Commercial Street and Maple Street. In addition curb extensions will be added with ramps and truncated domes which will better define on-street parking and provide refuge areas for pedestrian waiting to cross streets. This will also shorten walk distances and provide better sight distances between vehicles and pedestrians. This will be the responsibility of the applicant JB Brown & Sons.

Reimburse Employee Cycling Expenses

The hotel and restaurant employers will provide a reimbursement and incentive for employees to ride to work. The amount of reimbursement will be determined by the TDM Coordinator working with the employer.

Scooter/Motorcycle Parking

Although dedicated parking spaces are not specifically defined on the site plan, the valet parking staff will be able to accommodate this mode of travel either on-site or at the York Street parking lot. This will be the responsibility of the hotel valet staff.

Promote Walkability

The TDM Coordinator will work with residents and the hotel guest to promote the many nearby tourists

attractions and trail networks that are accessible and walkable from the site. This will be the responsibility of JB.

### **Monitoring Information and Updating TDM Plan**

*Development and Start-Up Phase.* Within 3 months after the project reaches 85% occupancy, JB Brown & Sons will through the appointed TDM Coordinator prepare and submit to the Planning Department a status report containing the following information:

- Status of implementation of development and start-up phase measures of this TDM Plan
- Status of occupancy for the hotel, restaurant and residential units.
- Identity and description of all occupants (number of occupants for residences; identity and description of operations, including number of employees, for each employer)
- Proposed enhancements or changes to post-development TDM measures based, if any
- Status and summary of TDM surveys and TDM plan design for each employer in the Project, listing measures as implemented or proposed in near future and noting any coordinated approaches
- Baseline measurements of actual parking and SOV trips (against which future monitoring data can be compared).
- Identity of any consultant or firm retained to assist with TDM monitoring and implementation

*Post-Development Phase.* One year after the Project reaches 85% occupancy, the TDM Coordinator working with on-site employer representatives and residents will conduct the following monitoring activities, with a report to the City's Planning Division TDM Manager approximately 8 weeks after the monitoring studies are conducted.

- Status of occupancy for the hotel, restaurant and residential units.
- Identity and description of all occupants (number of occupants for residences; identity and description of operations, including number of employees, for each employer)
- Employees and residents at the Project will be surveyed regarding their commuting/transportation modes, frequency, timing, parking (vehicle and/or bicycle), and available and desired transportation options. A report of these survey results will be presented in a format to be developed in consultation with the City's TDM Manager.
- Employers will be surveyed regarding their TDM programs and summaries will be reported.
- Detailed measurements of parking and SOV reductions against targets
- Any proposed enhancements or changes to implemented TDM measures, or proposed additional TDM measures, as considered effective to achieve targets
- Identity of any consultant or firm retained to assist with TDM monitoring and implementation

After the first post-development monitoring and reporting cycle is completed, the TDM Coordinating Committee will consult with the City TDM Manager with respect to proposed improvements to the Project's TDM programs and/or modifications to the monitoring and reporting actions.

cc: Tom Errico, City Traffic Engineer  
J. B. Brown & Sons, Inc.  
Opechee Construction Corp., Inc.