

**MEMORANDUM
 PLANNING AND URBAN DEVELOPMENT DEPARTMENT
 PLANNING DIVISION**



To: Sean Dundon, Chair, and Members of the Portland Planning Board
From: Nell Donaldson, Senior Planner, and Caitlin Cameron, Urban Designer
Date: October 19, 2018
Re: MMC Congress Street Hospital Building
Project #: 000331-2018 **CBL:** 53-D-7
Meeting Date: October 23, 2018

I. INTRODUCTION

Maine Medical Center (MMC) appears before the Planning Board for a workshop on the third and final phase of the short-term expansion proposed in their 2017 Institutional Development Plan. This phase involves the demolition of the existing 360,000 SF Gilman Street employee parking garage and replacement with a 285,000 hospital building. As proposed, the hospital building would house 64 private patient rooms, 19 procedure rooms, and connections to both the Congress Street corridor and the interior of the Bramhall campus. The proposal is subject to the standards of the Maine Medical Center Institutional Overlay Zone (MMC IOZ) and qualifies for Level III site plan review under the city’s land use code. Advertisement of this workshop appeared in the *Portland Press Herald* on October 12 and 13, 2018. In addition, 254 notices were sent to property owners within 500 feet and the interested citizens list.

As of the writing of this memo, staff has conducted a preliminary review of all aspects of the site plan under both the Institutional Overlay zoning and the site plan ordinance, including those elements that relate to the transportation, environmental quality, public infrastructure, and community safety standards of the site plan ordinance. Because two workshops are anticipated on this site plan, and the second of these is proposed to focus on transportation, utilities, and stormwater, only the zoning and site plan standards related to landscape, access and circulation, site design, and construction management have been considered here.

Applicant: Maine Medical Center

Consultants: Will Conway, Sebago Technics; Jeff Keilman, Perkins & Will; Randy Dunton, Gorrill-Palmer; Turner Construction

II. REQUIRED REVIEWS

<i>Waiver Requests</i>	<i>Applicable Standards</i>
<i>Sidewalk material – to allow concrete sidewalks on Congress and Gilman Streets</i>	<i>Technical Manual Section 1.8 – The City sidewalk materials policy shall be consulted to determine the appropriate type of sidewalk construction.</i>
<i>Provision of sidewalk – to allow a portion of the Gilman Street frontage without a sidewalk</i>	<i>Section 14-526(a)2.c.(i) - All developments shall provide sidewalks along all frontages...installed to city specifications, with waiver provisions under 14-506(b).</i>
<i>Review</i>	<i>Applicable Statute</i>
<i>Institutional Overlay Zone</i>	<i>Section 14-282</i>
<i>Site Plan</i>	<i>Section 14-526</i>

III. PROJECT DATA

Existing Zoning	Institutional Overlay Zone
Existing Use	Structured parking
Proposed Use	Hospital building – 19 procedure rooms, 64 inpatient rooms
Parcel Size	12.5 acres (contiguous Bramhall campus)

	<i>Existing</i>	<i>Proposed</i>	<i>Net Change</i>
Building Footprint	36,000 SF	50,000 SF	14,000 SF
Building Floor Area	360,000 SF	285,000 SF	-75,000 SF
Impervious Surface Area	398,575SF	412,862SF	14,287SF
Parking Spaces	3,279 (for entire campus, including employee garage)	3,279	0
Bicycle Parking Spaces	193 (campus-wide)	193	0

IV. CONTEXT

Maine Medical Center’s Institutional Development Plan (IDP), approved by the Planning Board in the fall of 2017, laid the groundwork for a major hospital expansion over the next decade. The short- and long-term expansion plans proposed in the IDP were designed to respond to an emergent clinical need for private beds, to retire aging facilities which no longer meet the needs of patients and visitors, to reorganize the campus to address evolving best practice in health care design, and to centralize parking for employees and visitors. As of the fall of 2018, the hospital has received site plan approval for two of the three projects that comprise the hospital’s short-term development plan – the vertical expansions of the East Tower and Visitor Garage and the construction of the Employee Garage at 190 St. John Street. The third project, a new 285,000 SF hospital building with a major entrance on Congress Street, is under consideration here.

The site of the proposed Congress Street hospital building lies on the northwest corner of MMC’s Bramhall campus, at the intersection of Congress and Gilman Streets (*Figure 1*). The bulk of the Bramhall campus sits up gradient behind the site. The Maine Sleep Institute lies to the west across Gilman Street, commercial properties face the site from the north across Congress Street, and MMC’s Visitor Garage lies to the east. The site is currently occupied by MMC’s Gilman Garage.

The site lies within the MMC Institutional Overlay Zone (IOZ), a zoning designation adopted into the land use code by the City Council in November of 2017 (*Figure 2*). The IOZ establishes use and dimensional standards which govern proposed development by MMC within the zone, as well as a series of general development standards. Development within the IOZ which meets the criteria for site plan review is also subject to the site plan standards of the land use code.



Figures 1 & 2: Project site land use context (above) and zoning context (below)

V. PROPOSED DEVELOPMENT

The site plan application includes the demolition of the existing 360,000 SF Gilman Garage, which has stood on the site since the mid-1970s and is nearing the end of its useful life. Following demolition, significant site work is proposed, including substantial regrading, utility work, and the installation of an underground stormwater detention and treatment facility.

The new 285,000 SF building which is proposed to replace the Gilman Garage would contain circulation space on the first floor, a second floor containing 19 procedure rooms, and inpatient rooms on the third through 5th floor. A landscaped roof garden is proposed with access from the 3rd floor.

The building has been designed to function as a major point of entry to the hospital, giving the campus a new face on Congress Street and a new way of engaging with the neighborhoods that surround it. The building's most active areas, including circulation and lobby spaces, are oriented towards Congress Street, where significant amounts of glass are proposed. The building would lie between 20 and 30 feet from the right-of-way line on Congress Street and directly adjacent to the right-of-way line on Gilman Street.

The site plan includes an arrival area tucked partly below the second floor at the easterly end of the building. This turnaround would provide access for vehicles, pedestrians, and bicyclists destined for the main building entrance as well as vehicles entering the visitor garage. The turnaround is proposed in hardscape, with shade-tolerant plantings in the center. This area would be held by a significant retaining wall at the Congress Street property line, one-story above a separate plaza space with plantings and low seating walls at the northwesterly corner of the site. A broad stairway is proposed to join these two exterior spaces.

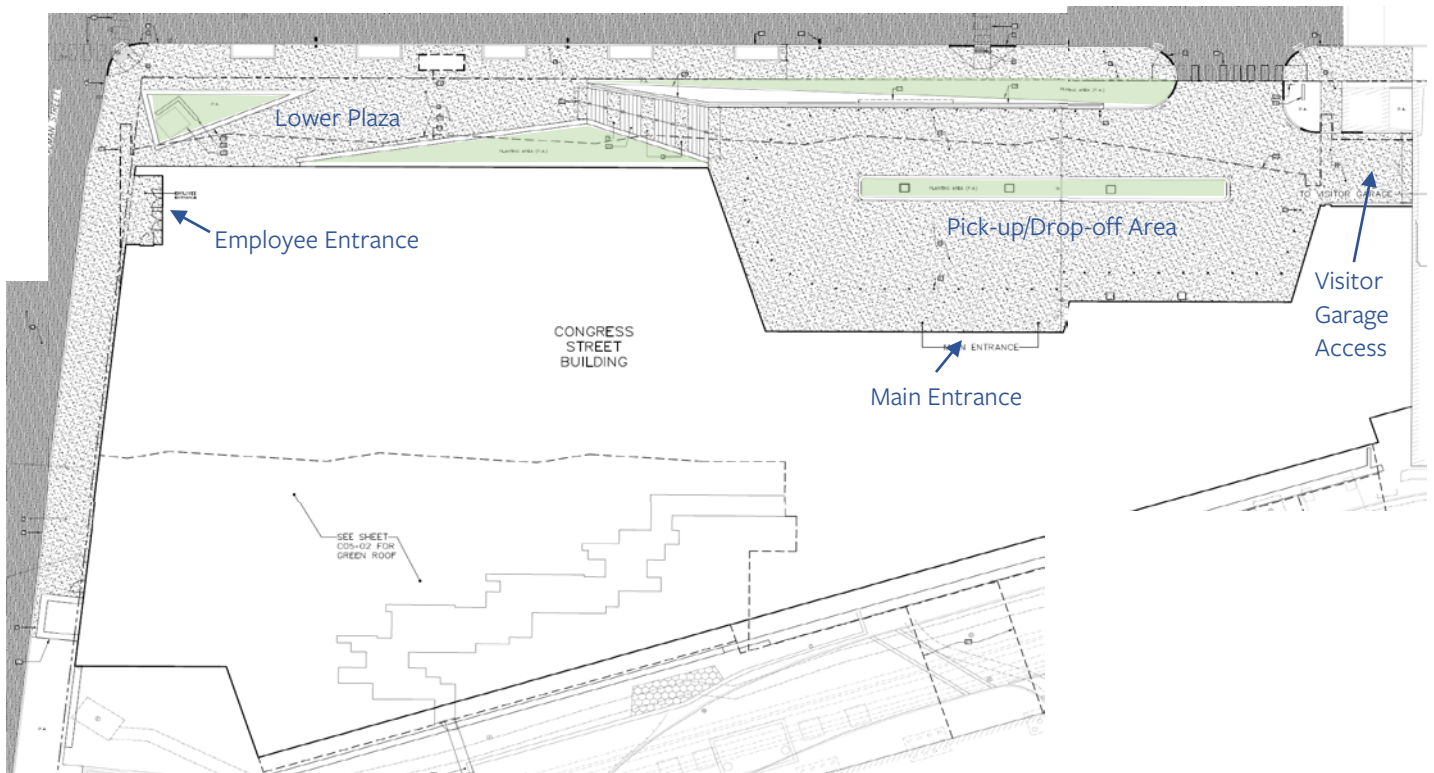


Figure 3: Preliminary site plan



Figures 4 and 5: View from Forest Street looking south across Congress Street, existing (above) and proposed (below)

VI. PRELIMINARY ZONING & SITE PLAN REVIEW - URBAN DESIGN FINDINGS

Staff has conducted a preliminary analysis of the site plan application with respect to the urban design-related standards of the Institutional Overlay Zone and land use code, including the relevant transportation, landscape, and site design standards. Preliminary staff comments are summarized below.

A. *Landscape and Landscape Preservation*

The preliminary plans show four landscape zones, one of which is proposed to serve patients and visitors to the hospital through a roof garden, and the others of which are proposed at ground level on the Congress Street frontage. The applicant has shown low, evergreen plantings contained within a center island in the arrival area; evergreen climbers, evergreen groundcover, and accents of grass at the retaining wall on Congress Street; and triangular seating areas with evergreen groundcover and accent feather reed grass in the plaza at the northwesterly corner of the site.

Staff has reviewed the preliminary landscape plans and generally finds that the plans meet the site landscaping standards of the land use code. However, final review of plant selections by Jeff Tarling, the City Arborist, is outstanding.

B. *Streetscape/Access and Circulation and Site Design*

The preliminary plans include new concrete sidewalks on Congress Street and Gilman Street, which converge at an open plaza space at the northwest corner of the site. This plaza, which would lie adjacent to the employee shuttle bus pickup/drop off, is proposed in concrete as well, with wide granite seating walls rimming the two proposed planting areas. The plaza leads to a wide stair in granite, which provides pedestrian access to the main entrance via the turnaround above.

The plans show five honey locust trees in raised tree wells along the Congress Street curb line. No street trees are proposed for Gilman Street. Similarly, the plans show four street lights on the Congress Street frontage; none are proposed for Gilman Street. A bus shelter/stop is proposed where the plaza fronts on Congress Street.

Staff has reviewed the preliminary plans with respect to the relevant site plan standards and has generally suggested additional discussion on the approach to the Congress Street streetscape in particular. In addition to requiring details for the proposed streetscape elements, including lighting, sidewalks, tree wells, and bus shelter, staff has suggested a broader consideration of the Congress Street right-of-way, including the design of sidewalks, street trees, bicycle facilities, and parking. Additional discussion on the Gilman Street sidewalk design is also anticipated. Specifically, staff has raised questions regarding the following:

1. *Sidewalk width and sidewalk design:* The effective width of the proposed Congress Street sidewalk varies between approximately 3' at the area with a perpendicular crosswalk, 6' at areas with tree wells, and 11' elsewhere. Staff has requested that the applicant explore options to widen the sidewalk to allow more a generous pedestrian zone. Staff has also raised questions about the width of the Gilman sidewalk as it is proposed to taper near Congress. Tom Errico, the city's consulting traffic engineer, writes,

General sidewalk width given future pedestrian demand on Congress Street seems inadequate. Congress Street cross-section width should specifically be detailed. How will bikes, parking, bus, vehicles be accommodated?

The flared curb ramp near the main entrance vehicle driveway is not acceptable partly because it creates a narrow pedestrian accessible route. Also, the crosswalk location should be evaluated.



Figure 6: Proposed view from Congress Street/Gilman Street intersection, with plaza in the foreground

The provision of the City’s preferred two ramp configuration at the Gilman Street corner should be investigated.

The Gilman Street non-tangent curb alignment is not acceptable. A straight curb is suggested. Gilman Street width dimensions shall be provided.

In addition, staff has raised some questions regarding ADA accessibility in the sidewalk design. Bruce Hyman, the city’s Transportation Program Manager, writes,

I don’t believe, based on the grading plan submitted, (C40-01/02) that the curb ramps serving the mid-block crosswalk meet ADA in terms of cross-slope (2% max. cross-slope) nor that the area shown for the bus stop has a bus landing area that meets ADA. Please document the ADA analysis.

I need to further assess curb ramp design- for instance, there is not sufficient landing area for the curb ramp serving the mid-block crossing along the retaining wall - a 5’ deep (measured perpendicular to the street) ramp landing area is required where a ramp meets vertical obstructions (not the usual 4’)

2. *Sidewalk materials:* The applicant has proposed concrete sidewalks, although both the Congress Street and Gilman Street sidewalks are designated as brick in the City’s sidewalk material policy. MMC has indicated that they intend to submit a pedestrian network plan, required under the Institutional Development Plan, to clarify the need for a sidewalk material waiver. Staff has also requested that the applicant file a formal waiver request in the revised submittal. Staff support the use of concrete sidewalk material at the corner area, as the concrete sidewalks would provide an

appropriate continuity to the private plaza design. More information is requested regarding the transition from the concrete to the existing red brick to the east on Congress Street – where will this transition occur and what is the detail? The renderings show seams and accent banding, but this level of detail does not appear in the plans. Staff has requested clarification on the design intent.

3. *Sidewalk extent:* The applicant's preliminary plans show the Gilman Street sidewalk terminating short of the southerly end of the proposed hospital building and approximately 100' north of the A Street intersection. Staff has requested that the applicant explore the possibility of extending this sidewalk to the south in order to provide access to A Street. Mr. Errico writes,

A sidewalk on Gilman Street to A Street should be explored or a waiver analysis should be provided.

4. *Street trees:* Staff has also raised some questions with respect to the street trees as shown in the preliminary plans. Specifically, staff has asked the applicant to include street trees in raised tree wells on the Gilman Street frontage, where sidewalks are proposed at approximately 13' in width. With respect to the design of the raised tree wells, Jeff Tarling, the city's arborist, writes,

We would like to see the planters both the tree planters and the proposed long planters have rounded edges or (radius) corners. These are visually more appealing and seem to work better for winter snow and ice clearing... On special projects like this it would be good to encourage the applicant to go with beefier granite on the planters then the standard 5" width. We noticed both Portsmouth and Boston have used 6" + and for the larger planter it could use used as a seat wall if appropriate. Included the pics of the rain planter from unknown city as it could serve a purpose as a functional stormwater feature and design concept idea.

5. *Transit access:* Staff anticipates further discussion around the placement of potential METRO bus shelters along Congress Street adjacent to the project. Given the likelihood that both the employee entrance and main entrance to the proposed hospital building would generate significant transit trips, METRO has indicated a desire to consolidate two nearby stops (one at Congress/Gilman and one at Weymouth/Gilman) to a location as close as possible to the hospital building's main entrance. On the preliminary plans, one bus stop is shown in the right-of-way near the plaza area on the northwest corner of the site. Staff has noted in its initial review that two shelters should be provided, and that adequate circulation to and around these shelters will be required. Mr. Hyman writes,

The site plan key identifies #14 as "Bus Stop" but the elevations show a bus shelter - there is not sufficient bus landing area (5'x8' minimum") provided if a bus shelter is intended (or unless the landing area includes a portion interior to the shelter as the landing area - which is not preferred).

No bus stop or shelter location is shown on the north side of Congress St as has been discussed with the applicant - a paired bus stop is desired.

6. *Exterior lighting:* Staff has requested that the applicant provide details for proposed street lights on Congress, in addition to cut sheets and photometric calculations for site lighting proposed in the plaza area and turnaround. The applicant has shown building-mounted lighting on the Gilman Street façade, but the need for street lighting on Gilman may also be considered.



Figures 7 and 8: View from Congress Street looking east, existing (above) and proposed (below)

7. *Right-of-way encroachment:* The preliminary plans show an encroachment into the right-of-way where a ‘mechanical areaway’ is proposed to occupy the sidewalk on Gilman Street, sitting proud of the sidewalk grade. Staff has requested that the applicant provide more information on this ‘mechanical areaway.’
8. *Signage and Wayfinding:* A draft campus-wide signage plan is included in this submission. Generally, the sign plan proposes to replace the existing sign program with updated, cohesive signs in the existing locations. New signs are proposed as part of the Congress Street medical building – these all are proposed at the grade level and vary in scale for pedestrian and car wayfinding. A new sign appears at the gateway corner of Gilman and Congress to mask an existing utility box in this location and signal the main campus. The materials and design are consistent and comprehensive throughout the campus, although staff has requested additional information regarding the stone veneer proposed. Staff had the following additional comments (see *Attachment 5*):

Regarding the new sign proposed at Bramhall Square, signs will not be permitted on properties not owned by MMC. This should be removed.

There are concerns about sight line obstructions on several of the signs located at driveways and intersections. Staff requests a sight line analysis.

There are concerns about the height of some monument signs shown at 11’0” tall next to sidewalk locations. Sight lines and pedestrian scale are factors here.

Individual Sign Design:

- i. *South parking lot signage: Two signs facing the same street are not appropriate, not necessary, and create too much visual clutter. Eliminate one of the signs (5.b). Reduce the overall size.*
- ii. *CS.1: What methods of illumination are proposed for this large sign on Congress Street?*
- iii. *EG.1: The layout of this sign differs from the other monument signs on the main campus. Is there a reason for this? Concern is for overall consistency and comprehensiveness.*

C. Zoning-Related Design Standards (IOZ/site design standards)

The proposed building will replace the existing parking structure at Congress and Gilman Streets and occupy a dominant, gateway position on the MMC campus from the St. John Street approach from Congress Street. The overall building height, as observed in the long-view renderings, is not readily visible from most long distances. A future addition on top of this building will be more impactful on the long views of the campus.

The applicant sought preliminary staff guidance on the design approach for the building and plaza areas prior to submitting this site plan application. The resulting design provides a strong architectural statement at a prominent corner and fulfills the goals of the IOZ for a building that creates a new gateway on Congress Street with a character and material palette that is cohesive with the campus. The stated MMC vision includes integrating inside and outside – achieved here through the high level of fenestration, the entry under the building overhang, the atrium that connects to the street and the sky, the green roof, as well as a “50 year palette” that selects materials based on cues from nature to create timeless environment. This vision includes Sky, Sea, and Land as concepts for material/color selection. The building has a clear, solid base plinth on top of which is the more airy and transparent active and public spaces. The building overhang creates a



Figure 9: Night rendering from Congress Street

contemporary form that makes a strong statement appropriate for the gateway location of the building but also gives the building a clear orientation to Congress Street. Cohesiveness is created with design elements found here and in the other recently approved Phase I projects – use of white materials and glass, vertical windows and articulation elements.

The staff design review memo provides a complete analysis of all the applicable design guidelines and staff review for the project at 22 Bramhall Street – Congress Street Medical Building. This project was reviewed according to the adopted IOZ IDP and Regulatory Framework standards (*Attachment 5*). Some outstanding questions or areas of discussion include:

- Building interface with the ground level and public realm, especially Gilman Street and the landscape design
- Level of activity as it relates to the IDP guidelines
- Legibility of entrance and pedestrian routes
- Appropriateness of the building overhang into the Gilman ROW
- Building and site lighting, especially related to CPTED and safety concerns

VII. PRELIMINARY ZONING & SITE PLAN REVIEW – CONSTRUCTION MANAGEMENT PLAN

Staff has also conducted a preliminary review of the construction management plan. Construction is proposed on a three-year timeline, with demolition beginning in December of 2019 and occupation estimated for fall of 2022. The demolition is proposed over a six-month period, progressing from west to east. Demolition debris would be processed in place and hauled from the site via truck. The heaviest truck traffic is proposed to occur during the demolition and subsequent excavation phases. Construction will be accomplished using a tower crane; the pad is proposed to lie entirely on MMC property.

A dust control and monitoring plan is proposed, as is a noise mitigation plan and process for addressing noise concerns. The plan includes air quality monitoring and vibration monitoring provisions. In accordance with the IOZ, the construction management plan also contains a communication component, including a plan for public noticing and processing construction concerns.

With respect to traffic movement during construction, the applicant has proposed to install a construction fence 12' off the existing Congress Street curblin and 10' from the Gilman curblin, which would allow the maintenance of two-way traffic on both streets. The south-side sidewalk along Congress and the east-side sidewalk on Gilman would be closed, with pedestrian detours proposed for eastbound pedestrians at the Gilman/Congress intersection and for westbound pedestrians at the mouth of the MMC Visitor Garage on Congress Street. Trucks would enter the site through gates at the Congress/Gilman intersection, the A Street/Gilman intersection, and the Forest Street/Congress Street intersection.

Regarding the circulation plan during construction, staff has asked that the applicant provide additional details on how all modes of travel, including bicycles, will be accommodated, including during special events. Mr. Errico has reviewed the transportation elements of the construction management plan and writes,

*Local truck routings should be clearly documented from each construction entrance.
Roadway widths shall be detailed.*

Is a temporary protected sidewalk on Congress Street feasible (if not for the entire project – but during certain phases).

How will METRO service be accommodated?

VIII. PUBLIC COMMENT

No written public comments have been received by the Planning Division. The applicant hosted a neighborhood meeting on Tuesday, October 16. Minutes from this meeting will be available prior to the second workshop on the site plan.

IX. NEXT STEPS

1. MMC to address staff design and construction management comments;
2. November 13 Planning Board workshop to discuss transportation, utilities, and stormwater

X. ATTACHMENTS

PLANNING BOARD REPORT ATTACHMENTS

1. Traffic Engineer review (memo from Thomas Errico, 10/10/18)
2. Transportation Program Manager review (memo from Bruce Hyman, 10/10/18)
3. Planning review (memo from Nell Donaldson, 10/10/18)
4. City Arborist review (memo from Jeff Tarling, 10/11/18)
5. Urban Designer review (memo from Caitlin Cameron, 10/19/18)

APPLICANT'S SUBMITTALS

- A. Project Description
- B. Completed Application Checklist
- C. Right, Title, & Interest
- D. Evidence of State and Federal Approvals
- E. Zoning Assessment
- F. Existing and/or Proposed Easements
- G. Waiver Requests

- H. Financial Capacity
- I. Technical Capability
- J. Transportation Analysis
- K. Access and Circulation
- L. Loading and Servicing
- M. Sidewalks
- N. Public Transit
- O. Off-Street Parking
- P. Bicycle Parking
- Q. Snow Storage
- R. TDM Plan
- S. Preservation of Significant Natural Features
- T. Landscaping and Landscape Preservation
- U. Site Landscaping
- V. Parking Lot Landscaping
- W. Street Trees
- X. Water Quality
- Y. Consistency with City Master Plans
- Z. Public Safety and Fire Prevention
- AA. Adequacy of Public Utilities
- BB. Massing, Ventilation, and Wind Impact
- CC. Shadows
- DD. Snow and Ice Loading
- EE. View Corridors
- FF. Historic Resources
- GG. Exterior Lighting 1
- HH. Exterior Lighting 2
- II. Noise and Vibration
- JJ. Signage and Wayfinding
- KK. Zoning-Related Design Standards
- LL. Construction Management Plan

PLANS

- Plan 1. Boundary Survey
- Plan 2. Boundary Survey
- Plan 3. Demolition Plan
- Plan 4. Site Plan
- Plan 5. Site Plan, Green Roof
- Plan 6. Utility Plan
- Plan 7. Utility Plan, Main Entrance
- Plan 8. Plan and Profile, Utility Corridor
- Plan 9. Grading Plan, Upper Congress
- Plan 10. Grading Plan, Lower Congress
- Plan 11. Grading Plan, Gilman
- Plan 12. Level B Foundation Drainage Plan
- Plan 13. Level B Foundation Drainage Plan
- Plan 14. Level 1 Foundation Drainage Plan
- Plan 15. Details
- Plan 16. Details, Stormwater System
- Plan 17. Details, Stair Section

- Plan 18. Wall Details
- Plan 19. Erosion Control Plan
- Plan 20. Landscape Plan, Upper Congress
- Plan 21. Landscape Plan, Lower Congress
- Plan 22. Pre-Development Campus Watershed Plan
- Plan 23. Post-Development Campus Watershed Plan
- Plan 24. Post-Development Watershed Plan
- Plan 25. Exterior Elevation, North
- Plan 26. Exterior Elevation, West
- Plan 27. Exterior Elevation, South
- Plan 28. Rendering
- Plan 29. Rendering
- Plan 30. Rendering
- Plan 31. Rendering
- Plan 32. Rendering