

CITY OF PORTLAND, MAINE

PLANNING BOARD

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June 14, 2016

Anne Hagstrom
The Waynflete School
360 Spring Street
Portland, ME 04102

Lauren Swett
Woodard & Curran
41 Hutchins Drive
Portland, ME 04102

Project Name:	Waynflete School Campus Upgrades	Project ID:	2015-034
Address:	360 Spring Street	CBL:	061-4-4
Applicant:	The Waynflete School	Planner:	Nell Donaldson

Dear Ms. Hagstrom:

On June 14, 2016, the Planning Board considered your proposed upgrades to the Waynflete campus. The Planning Board reviewed the proposal for conformance with the standards of the site plan ordinance of the Land Use Code. The Planning Board voted to approve the application with the waivers and conditions as presented below.

WAIVERS

On the basis of the application, plans, reports and other information submitted by the applicant; findings and recommendations contained in the Planning Board report for the public hearing on June 14, 2016 for application 2016-034 relevant to Portland's technical and design standards and other regulations; and the testimony presented at the Planning Board hearing:

The Planning Board voted 5-0 (Morrissette and Boepple absent) to find that extraordinary conditions exist or undue hardship may result from strict compliance with the *Technical Manual* standard (*Section 12.2.3*) which establishes a maximum illumination level of 5.0 footcandles, that substantial justice and the public interest are secured with the proposed variation in this standard, and that the variation is consistent with the intent of the ordinance. The Planning Board waived the *Technical Manual* standard (*Section 12.2.3*) to allow a maximum illumination level of 5.1 footcandles.

The Planning Board voted 5-0 (Morrissette and Boepple absent) to find, based upon the planning staff's review, that extraordinary conditions exist or undue hardship may result from strict compliance with the *Technical Manual* standard (*Section 12.2.5*) which establishes a maximum illumination level at the property line of 0.1 footcandle, that substantial justice and the public interest are secured with the proposed variation in this standard, and that the variation is consistent with the intent of the ordinance. The Planning Board waives/does not waive the *Technical Manual* standard (*Section 12.2.5*) to allow a maximum illumination level of .4 footcandle immediately south of the proposed gym.

DEVELOPMENT REVIEW

The Planning Board voted 5-0 (Morrissette and Boepple absent), on the basis of the application, plans, reports and other information submitted by the applicant; findings and recommendations contained in the Planning Board report for the public hearing on June 14, 2016 for application 2016-034 relevant to the site plan

regulations; and the testimony presented at the Planning Board hearing, to finds that the plan is in conformance with the site plan standards of the land use code and approved the application, subject to the following conditions of approval that must be met prior to the issuance of a building permit, unless otherwise stated:

1. The applicant shall provide evidence of a Maine Construction General Permit for review and approval by the Planning Authority;
2. The applicant shall provide a construction management plan, as well as any necessary temporary construction easements which are necessitated by that plan, for review and approval by the Department of Public Works and the Planning Authority;
3. Should the applicant elect to phase the project, the applicant shall submit an amendment to the site plan application for review and approval by the Planning Authority;
4. The applicant shall provide a revised site plan that:
 - a. Includes warning signs meeting MUTCD standards and detectable warning panels meeting the standards of the *Technical Manual* at Danforth and Fletcher Streets;
 - b. Includes a note that ponding within the landing area and the base of ramps at Danforth and Fletcher Streets shall not occur;
 - c. Includes sidewalk ramps and detectable warning panels for the existing crosswalk from the northeasterly corner of Thomas Street to the school's Spring Street frontage and shifts this crosswalk to provide a perpendicular landing on the Thomas Street side, as feasible; and
 - d. Includes a final plan for the Spring Street sidewalk replacementfor review and approval by the Department of Public works;
5. Prior to issuance of a certificate of occupancy, the applicant shall provide a revised Transportation and Parking Demand Management Plan which:
 - a. Notes conditions when simultaneous gym and theater events may occur and identifies strategies for mitigating the impacts of such occurrences;
 - b. Identifies existing on-street parking restrictions for staff and students;
 - c. Documents participation levels in the existing rideshare program and establishes targets for participation and implementation strategies;
 - d. Documents any barriers to transit ridership and establishes ridership targets; and
 - e. Documents existing mode share data for staff and studentsfor review and approval by the city's Department of Public Works and Planning Authority;
6. The applicant shall provide a revised landscaping plan which includes notes regarding tree protection measures to be taken during construction for review and approval by the City Arborist;
7. The applicant shall provide fence details for review and approval by the Planning Authority; and
8. The applicant shall provide a final utility plan for review and approval by the Department of Public Works.

The approval is based on the submitted plans and the findings related to site plan review standards as contained in the Planning Board report for application 2016-034 which is attached. In particular, it should be noted that the application is approved with the parking area and a dumpster on the south side of the Arts Center as depicted in the final plans.

STANDARD CONDITIONS OF APPROVAL

Please note the following standard conditions of approval and requirements for all approved site plans:

1. **Storm Water Management** The developer/contractor/subcontractor must comply with conditions of the construction stormwater management plan and sediment and erosion control plan based on City standards and state guidelines.

The owner/operator of the approved stormwater management system and all assigns shall comply with the conditions of Chapter 32 Stormwater including Article III, Post Construction Stormwater Management, which specifies the annual inspections and reporting requirements. A maintenance agreement for the stormwater drainage system, as attached, or in substantially the same form with any changes to be approved by Corporation Counsel, shall be submitted and signed prior to the issuance of a building permit with a copy to the Department of Public Services.
2. **Develop Site According to Plan** The site shall be developed and maintained as depicted on the site plan and in the written submission of the applicant. Modification of any approved site plan or alteration of a parcel which was the subject of site plan approval after May 20, 1974, shall require the prior approval of a revised site plan by the Planning Board or Planning Authority pursuant to the terms of Chapter 14, Land Use, of the Portland City Code.
3. **Separate Building Permits Are Required** This approval does not constitute approval of building plans, which must be reviewed and approved by the City of Portland's Inspection Division.
4. **Site Plan Expiration** The site plan approval will be deemed to have expired unless work has commenced within one (1) year of the approval or within a time period up to three (3) years from the approval date as agreed upon in writing by the City and the applicant. Requests to extend approvals must be received before the one (1) year expiration date.
5. **Performance Guarantee and Inspection Fees** A performance guarantee covering the site improvements, inspection fee payment of 2.0% of the guarantee amount and seven (7) final sets of plans must be submitted to and approved by the Planning Division and Public Services Department prior to the release of a building permit, street opening permit or certificate of occupancy for site plans. If you need to make any modifications to the approved plans, you must submit a revised site plan application for staff review and approval.
6. **Defect Guarantee** A defect guarantee, consisting of 10% of the performance guarantee, must be posted before the performance guarantee will be released.
7. **Preconstruction Meeting** Prior to the release of a building permit or site construction, a pre-construction meeting shall be held at the project site. This meeting will be held with the contractor, Development Review Coordinator, Public Service's representative and owner to review the construction schedule and critical aspects of the site work. At that time, the Development Review Coordinator will confirm that the contractor is working from the approved site plan. The site/building contractor shall provide three (3) copies of a detailed construction schedule to the attending City representatives. It shall be the contractor's responsibility to arrange a mutually agreeable time for the pre-construction meeting.
8. **Department of Public Services Permits** If work will occur within the public right-of-way such as utilities, curb, sidewalk and driveway construction, a street opening permit(s) is required for your site. Please contact Carol Merritt at 874-8300, ext. 8828. (Only excavators licensed by the City of Portland are eligible.)
9. **As-Built Final Plans** Final sets of as-built plans shall be submitted digitally to the Planning Division, on a CD or DVD, in AutoCAD format (*.dwg), release AutoCAD 2005 or greater.

The Development Review Coordinator must be notified five (5) working days prior to the date required for final site inspection. The Development Review Coordinator can be reached at the Planning Division at 874-8632. All site plan requirements must be completed and approved by the Development Review Coordinator prior to issuance of a Certificate of Occupancy. Please schedule any property closing with these requirements in mind.

If there are any questions, please contact Nell Donaldson at (207) 874-8723.

Sincerely,



Elizabeth Boepple, Chair
Portland Planning Board

Attachments:

1. Planning Board Report
2. Portland City Code: Chapter 32
3. Sample Stormwater Maintenance Agreement
4. Performance Guarantee Packet

Electronic Distribution:

cc: Jeff Levine, AICP, Director of Planning and Urban Development
Stuart G. O'Brien, City Planning Director
Barbara Barhydt, Development Review Services Manager
Nell Donaldson, Planner
Philip DiPierro, Development Review Coordinator, Planning
Ann Machado, Zoning Administrator, Inspections Division
Tammy Munson, Inspections Division Director
Jonathan Rioux, Inspections Division Deputy Director
Jeanie Bourke, Plan Reviewer/CEO, Inspections Division
Brad Saucier, Administration, Inspections Division
Katherine Earley, Engineering Services Manager, Public Services
Bill Clark, Project Engineer, Public Services
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Doug Roncarati, Stormwater Coordinator, Public Services
Greg Vining, Associate Engineer, Public Services
Michelle Sweeney, Associate Engineer
John Low, Associate Engineer, Public Services
Rhonda Zazzara, Field Inspection Coordinator, Public Services
Mike Farmer, Project Engineer, Public Services
Jane Ward, Administration, Public Services
Jeff Tarling, City Arborist, Public Services
Jeremiah Bartlett, Public Services
Keith Gautreau, Fire Department
Jennifer Thompson, Corporation Counsel
Thomas Errico, P.E., TY Lin Associates
David Senus, P.E., Woodard and Curran
Rick Blackburn, Assessor's Department
Approval Letter File



PLANNING BOARD REPORT PORTLAND, MAINE

Waynflete School Campus Upgrade Project
Level III Site Plan Review
2016-034
The Waynflete School

Submitted to: Portland Planning Board Date: June 9, 2016 Public Hearing Date: June 14, 2016	Prepared by: Nell Donaldson, Planner CBLs: 61-F-2, 3, 4, 5, 6, 7, and 11 Project #: 2016-034
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I. INTRODUCTION

The Waynflete School appears before the board for a final Level III site plan review for the construction of new gymnasium and Lower School facilities on their 5.6 acre campus in the city's West End. The project involves the demolition of the existing gym, replacement with a new 13,000 SF building, the renovation and expansion of the Lower School, and the construction of new outdoor play spaces. Sidewalk, stormwater and utility upgrades are also proposed.

The Board met in April to review preliminary plans for the project. At that workshop, discussion focused on the school's transportation demand management plan and parking arrangements, construction management plan, landscaping, and screening. Several neighbors spoke in support of the plans. The applicant met with city staff following the workshop to discuss parking, infrastructure improvements, and fire access, and submitted final plans designed to address outstanding concerns in these areas in late May and again in early June. These plans are the subject of this hearing.

This development is being referred to the Planning Board for compliance with the site plan standards of the land use code. A total of 484 notices were sent to property owners within 1,000 feet of the site and a legal ad ran in the *Portland Press Herald* on June 6 and 7, 2016.

Applicant: The Waynflete School

Consultants: Lauren Swett, Woodard & Curran; Scott Simons Architects; Titcomb Associates, Surveyor

II. REQUIRED REVIEWS

<i>Waiver Requests</i>	<i>Applicable Standards</i>
<i>Maximum illumination level</i> – to allow an illumination level of 5.1 foot candles outside the south entrance of the Lower School	Technical Manual, <i>Section 12.2.3</i> . Maximum illumination levels shall be 5.0 foot candles when measured at grade.
<i>Light trespass</i> – to allow an illumination level of .4 foot candles at the property line south of the gym	Technical Manual, <i>Section 12.2.5</i> . Maximum illumination level at the property line shall not exceed .1 foot candle when measured at grade.
<i>Review</i>	<i>Applicable Standards</i>
Site Plan	<i>Section 14-526, with Historic Preservation review</i>

III. PROJECT DATA

Existing Zoning	R-4 with Waynflete Overlay
Existing Use	School
Proposed Use	School
Proposed Development Program	13,400 SF gymnasium and 26,700 SF Lower School
Parcel Size	Approximately 5.6 acres

	<i>Existing</i>	<i>Proposed</i>	<i>Net Change</i>
Building Footprint	9,242 SF (Gym)	10,568 SF	1,326 SF
	4,520 (Lower School)	10,270 SF	5,750 SF
Building Floor Area	9,242 SF (Gym)	13,412 SF	4,170 SF
	8,967 (Lower School)	26,698 SF	17,731 SF
Impervious Surface Area	91,876 SF	96,652 SF	4,776 SF
Parking Spaces (on site)	50	50	0
Estimated Cost of Project	\$12,500,000		

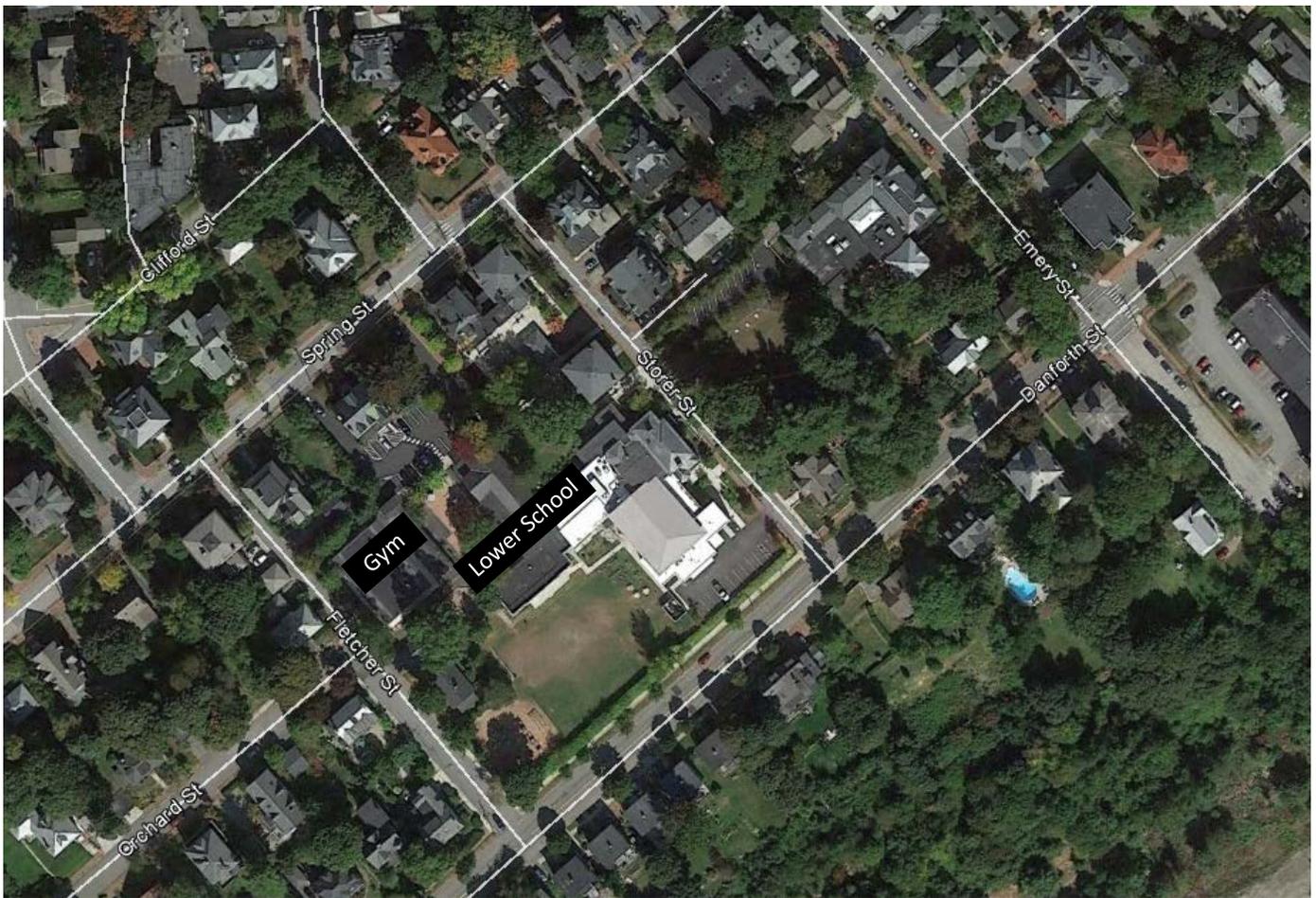
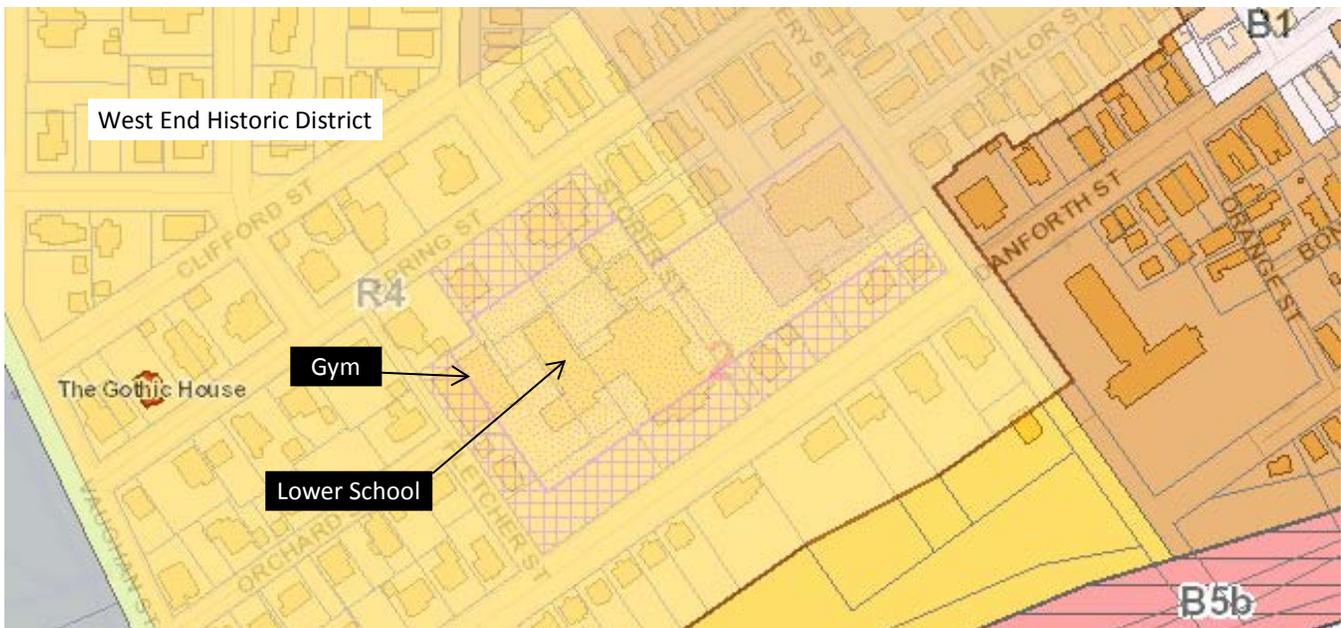


Figure 1: Waynflete campus from above



Figures 2 and 3: Existing zoning (above); view of existing gym from Fletcher Street (right)

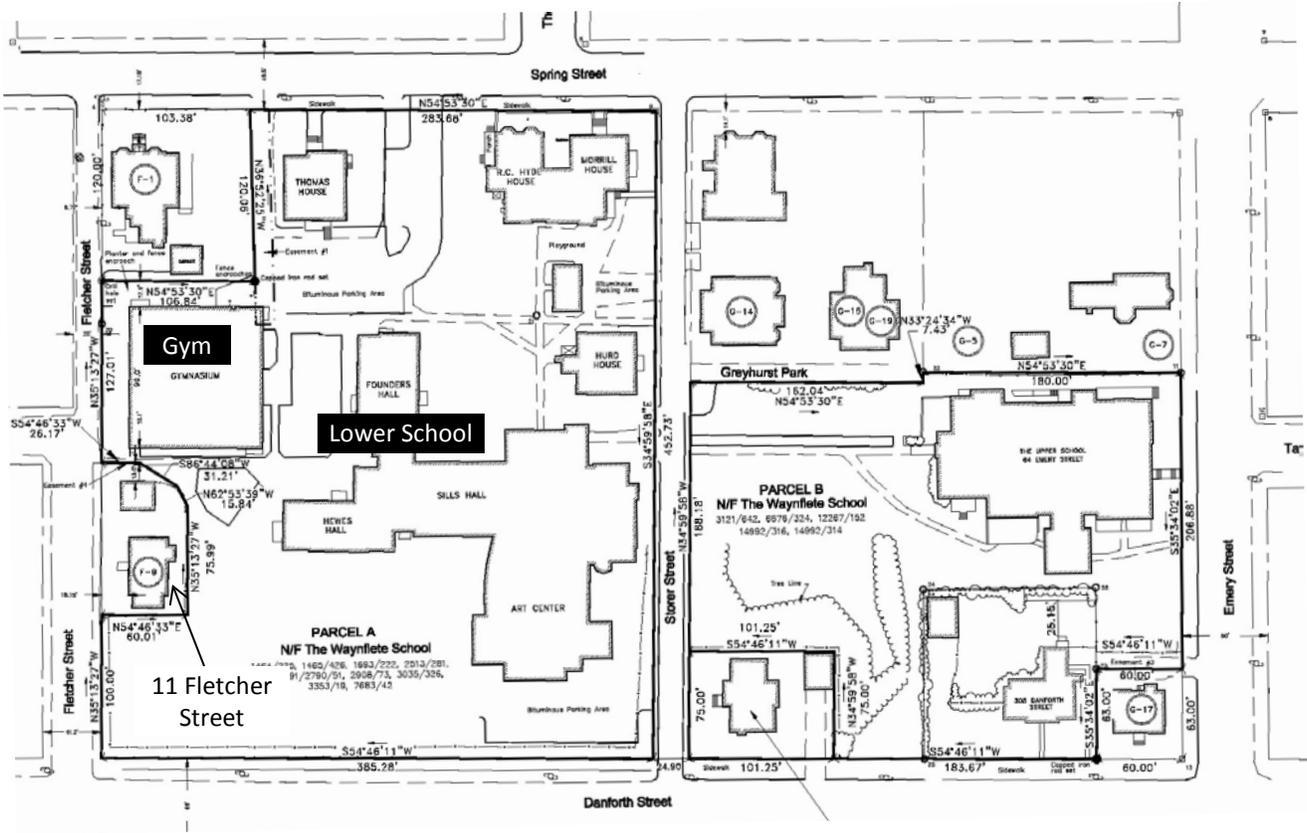
IV. BACKGROUND & EXISTING CONDITIONS

The Waynflete School is a 550-student private day school serving youth from early childhood to 12th grade, with approximately 110 full time faculty and staff. The campus has occupied its home in the West End since the early 1900s, and today consists of an Upper School on Emery Street, a Middle School on Spring and Storer Streets, a Lower School at the center of the campus, an arts center, a gymnasium, various administrative buildings, and outdoor play and gathering spaces. The campus occupies most of the block surrounded by Spring Street, Storer Street, Danforth Street, and Fletcher Street, and half of the block to the east to Emery Street (*Figure 4*). Residential uses surround the school on all sides, including both the north and south sides of the gym and the west side of the Lower School.

The existing Lower School occupies an early 20th century building at the center of the campus, with the most recent major addition in 1960. The school’s master plan has listed the renovation and addition proposed under this application as a priority action item for at least 10 years (*Attachment V*).

The existing gym, which lies along Fletcher Street but fronts the interior of the campus, was constructed in the mid-1970s. Like the Lower School, its renovation or replacement has comprised a priority in the school’s master plan since 2005 (*Attachment V*).

Waynflete lies in the R-4 residential zone and is subject to the Waynflete Overlay, a zoning designation created in 2010 with the expressed intent of balancing Waynflete’s growth with the need for clearly defined campus boundaries. Waynflete also lies within the West End Historic District.



Figures 4 and 5: Waynflete campus survey (above) and proposed gym and Lower School from southwest (below)

V. PROPOSED DEVELOPMENT

Under the current site plan application, Waynflete proposes three major campus upgrades:

1. *Renovation and expansion of Lower School:* The plans include an 18,000 SF expansion of the existing Lower School in order to provide larger classrooms, maximize shared spaces, add office space, and enhance connections to the adjacent outdoor play spaces while meeting Passive House certification standards. Enrollment is not anticipated to increase as a product of the expansion.
2. *Construction of a new gymnasium:* The plans also include the demolition of the existing gym and replacement with a larger facility with greater capacity, expanded locker rooms, additional court space, and office space in the same location on Fletcher Street. The building is designed to meet LEED Platinum standards.
3. *Renovated grounds and play spaces.* Lastly, the plans show redesigned play spaces between the gym and Lower School and between the Lower School and the adjacent neighbor on Fletcher Street, as well as a garden space to the east of the Lower School.

Stormwater and utility improvements are proposed in association with this work, as are sidewalk and crosswalk upgrades.

VI. PUBLIC COMMENT

As required, Waynflete hosted a neighborhood meeting on Monday, March 4. The meeting minutes show that neighbors raised questions about the size of the proposed gym building, the design of the gym building, landscaping along the gym frontage on Fletcher Street, internal pedestrian circulation, and construction sequencing and impacts to school operations (*Attachment T*). In addition, the Planning Division received two written public comments on the plans (*Attachments PC-1 and 2*). Both expressed general support for the project.

VII. RIGHT, TITLE, & INTEREST

Waynflete's submittal includes deeds as evidence of right, title, and interest (*Attachment E*). There are four easements which currently encumber the site, including driveway access easements to abutters on Spring Street and Emery Street, a utility pole easement to Central Maine Power, and a sidewalk easement agreement with the abutter on Fletcher Street, where the school's walkway from Fletcher Street/Orchard Street has historically encroached on the adjacent 11 Fletcher Street property (*Figure 4*). In their most recent submittal, Waynflete has provided a copy of this easement (*Attachment H*). Under the current plans, the walkway in this area will be reconstructed entirely within Waynflete's property.

Bill Clark, the city's surveyor, has reviewed the revised survey and indicated that all boundary survey requirements have been fulfilled (*Attachment I*).

VIII. FINANCIAL & TECHNICAL CAPACITY

The estimated cost of the project is approximately \$12.5 million. Waynflete has submitted a letter from People's United Bank attesting to the institution's financial and management capacity (*Attachment I*).

IX. ZONING ANALYSIS

Waynflete has provided zoning analysis documenting that all dimensional requirements of the R-4 and Waynflete Overlay Zones are being met (*Attachment G*). In this analysis, the school includes front yard and side yard setback calculations, particularly with respect to the gym, which is proximate to Fletcher Street and nestled between two adjacent single family homes, and shows that the building will meet the R-4 dimensional requirements. It should be noted that, in the plans, an existing non-conformity in the rear yard gym setback is maintained. Ann Machado, Zoning Administrator, has advised that this is allowable so long as the non-conformity is not exacerbated. The applicant has also provided building height and lot coverage calculations which demonstrate that the plans meet the provisions of the R-4 and Waynflete Overlay Zones.

The Waynflete Overlay Zone includes language related to off-street parking and loading. These provisions are discussed in detail under site plan review below.

X. SITE PLAN SUBMISSION REQUIREMENTS (*Section 14-527*)

The applicant has noted that a Maine Construction General Permit will be required. This permit has been suggested as a condition of approval.

The applicant has provided a preliminary Construction Logistics Plan (*Attachment J*). This plan does not address traffic control measures or temporary easements which may be necessary during construction. The applicant has requested that the construction management plan be reviewed as a condition of approval, as they are “currently reviewing funding considerations, and will be making a decision on whether to construct both the Lower School and the Gym or to split the work into two projects” over the course of the summer (*Attachment W*). If a phased project is desired, staff has advised the applicant that a formal amendment to the site plan approval would be required. Conditions of approval have been drafted to address the possibility of phasing and require a final construction management plan which reflects final decisions on construction sequencing. Any necessary construction easements are also included in this condition of approval.

XI. SITE PLAN REVIEW

The proposed development has been reviewed by staff for conformance with the relevant review standards of the City of Portland’s site plan ordinance. Staff comments are below.

1. Transportation Standards**a. Impact on Surrounding Street Systems**

In their preliminary submittal, the applicant stated that “the campus upgrades are not being proposed for the purpose of accommodating larger enrollments; rather, [they are] intended to improve the overall learning experience of the classrooms. As such, an increase in traffic throughout, to, and from the site is not anticipated at this time” (*Attachment K*). Upon the city’s request, Waynflete has documented that the gym reconstruction project will increase its bleacher capacity from 150 to 600 seats. The final submittal states that “the primary reason for providing 600 seats is that the new design will provide an on-campus location that will seat the entire student body. Although the current gym can hold the entire student body for all school assemblies seated on the floor, there is little room for presenters or performers during those activities. These all-school assemblies during the school day involve the same number of students, faculty, and staff as they do now and will not increase traffic volume or parking demand in the area” (*Attachment K*).

However, the additional capacity will also accommodate larger crowds during special events, such as basketball games, than are supported by the existing gym. In their final submittal, the applicant estimates a peak gym occupancy of 400 spectators, similar to that of the existing theater. Given a factor of 3 persons per vehicle, this occupancy equates to a trip generation of 134 cars. They argue that, ultimately, this peak demand will occur only a “handful” of times a year (*Attachment K*). Given this very infrequent occurrence and the school’s existing transportation demand management plan, staff have not requested additional action from the applicant with respect to traffic impacts.

b. Access and Circulation

The primary access to the gym and Lower School would continue to be from the main campus entrance on Spring Street. Thus while the original plans showed sidewalk reconstruction on Danforth Street, city staff requested that the applicant modify the plans to focus sidewalk work on Spring Street, where the sidewalk receives heavy traffic but is in marginal condition. The final plans include new brick sidewalks on the southeast side of Spring Street from the school’s main vehicular entry northeast to Storer Street. In reviewing these plans, Tom Errico, the city’s consulting traffic engineer, has noted,

The plans include improving the existing sidewalk on Spring Street along the school’s frontage and I find this to be a reasonable alternative to upgrading the existing concrete sidewalk on Danforth (primarily due to the Danforth Street sidewalk to be in good condition and the Spring Street sidewalk to be in poor condition)....

Sidewalk ramps and detectible warning panels shall be provided for the existing crosswalk from the northeasterly corner of Thomas Street to the school site frontage. It is suggested that the application investigate the feasibility of shifting the crosswalk to the east to provide a perpendicular landing on the Thomas Street side. If determined not to be reasonably feasible, the fully ADA crosswalk can remain in its current location.

A condition of approval regarding the Spring Street sidewalk has been suggested.

With respect to Danforth Street, the plans also include new ramps and crosswalks at Fletcher and Danforth Streets and Storer and Danforth Streets. Mr. Errico has reviewed these improvements and notes,

I generally find the proposed crosswalk on Danforth Street to be acceptable. Please note the following:

o Warning signs that meet MUTCD standards shall be installed on Danforth Street. This is outstanding for the proposed crosswalk at Fletcher Street.

o At the northeast corner of the Danforth Street/Fletcher Street intersection where they have the two crosswalks, the one curb ramp is not designed correctly with respect to the detectable warning panel(s). For the full width of the flush curb portion of the curb ramp, there needs to be a detectible warning panel; the plans show two individual sections of detectible warning panel that does not cover the entirety of the ramp. In addition, a note shall be added that specifies the design/construction will prevent ponding within the landing area and at the base of the ramps.

A condition of approval has been suggested to address this comment.

A secondary, gated pedestrian entrance is to remain from Fletcher Street, in the space between the proposed gym and the abutter at 11 Fletcher Street. Internal circulation is planned via concrete sidewalk. No new vehicular access is proposed.

c. Public Transit Access

Greater Portland METRO’s Route 8 follows Emery Street southbound past Waynflete’s Upper School. However, Emery Street does not qualify as a principal or minor arterial. As such, no public transit facility is required.

d. Parking

As noted above, the Waynflete Overlay Zone contains its own regulations related to off-street parking, which state that “[t]he amount of parking required for any change of use, new building, or building addition within the zone shall be determined during site plan review, based on an analysis of school-wide demand and supply, pursuant to a comprehensive school-wide TDM plan (*Section 14-276.7*). Waynflete has not proposed to create any additional off-street vehicular or bicycle parking under this application.

Waynflete has stated that they do not anticipate any sustained increase in parking demand associated with the Lower School and gym projects, despite the fact that gym capacity will increase under the reconstruction. On a daily basis, and during the day, the gym would solely be used to accommodate the student, faculty, and staff, a population which already exists on the site. As noted above, the applicant estimates a “handful” of events in the gym each year which would comprise their peak trip generation, in their estimation, of up to 400 spectators and 134 vehicles (*Attachment K*). In their analysis, there is ample school parking (43 spaces), rented off-campus parking (25 off-campus spaces at the First Church of Christ Scientist at 61 Neal Street), and on-street parking (640 spaces) in the immediate vicinity to accommodate this peak demand on the rare occasion when it occurs. In their final submittal, Waynflete also speaks to their advance planning to offset special events in the theater and gym. Mr. Errico has reviewed the parking analysis and writes,

The applicant has provided information that notes parking demand is expected to be 134 vehicles during events assuming 400 spectators. In respect to increase in parking demand, assuming 450 new spectators (full capacity of 600 versus the old gym capacity of 150) 150 new vehicles parking in the area are projected. It should be noted that for events with a capacity of 600 spectators, 200 vehicles could be generated in total parking demand. To address parking demand impacts, the project should continue to revisit and revise the Transportation and Parking Demand Management Plan (TPDM).

Related to the issue of parking, it should be noted that, when the city's Planning Board approved Waynflete's Arts Center in 2007, it did so with a condition, based largely on Historic Preservation grounds, that the parking lot on the south side of the Arts Center be revisited at the time of the school's next Planning Board level site plan review, and that this "facility may be required to be relocated based upon the conditions at that time." In 2013, the Historic Preservation Board amended an earlier condition related to this parking, noting that the "parking lot, dumpster, and associated enclosure [should] be maintained in good order and not expanded beyond their current boundaries." Under the current application, Waynflete proposes to leave this parking area in its existing condition, where it is screened by vegetation on the Danforth frontage. The landscaping plans also show the extension of an existing fence and two new maple trees in this area. The city's Historic Preservation Board reviewed this parking at their hearing on this item on June 1 and found that the parking area meets the historic preservation ordinance review standards. No further changes have been requested at this time.

e. Transportation Demand Management

A Transportation Demand Management Plan is required both as a product of the Overlay Zone and site plan review. In the final submittal, the applicant has submitted an updated TDM plan with the aim of "reduc[ing] the traffic volume and parking demand in the neighborhood surrounding the School by a variety of specific strategies such as policies and procedures, rideshare, transit, bicycling, walking, and utilization of existing off-street parking" (*Attachment K*). The plan describes existing strategies employed by the school in an effort to reduce trip generation and parking demand. Mr. Errico has reviewed this TDM plan and provides the following comments,

The applicant has provided a Transportation and Parking Demand Management Plan (TPDM) dated May 2016 and my comments on specific elements of that document are provided as follows.

- o The impacts of having two simultaneous events at the new gym and theater should be avoided. The plan should note conditions where two events could occur (maybe based on expected attendance level – although this can be difficult to predict, particularly for athletic events).*
- o As noted staff and students are restricted from parking on a select number of streets. The applicant should conduct field observations that confirm this restriction. It would be helpful to understand locations where staff and students park.*
- o The Plan notes a Rideshare Program but fails to document participation levels. The applicant should provide participation levels and establish reasonable goals/targets for participation and if necessary implement strategies for increased participation.*
- o The Plan notes limited use of the provided METRO passes. The applicant should investigate barriers or issues that limit participation. Again, reasonable goals/targets should be established.*
- o It would be helpful in the crafting an effective TPDM Plan to fully understand existing transportation modes for both staff and students. Accordingly, the applicant should provide a summary of transportation modal methods for the campus.*
- o All of the above should be conducted after occupancy of the new gym. The applicant shall coordinate with the Planning Authority and on appropriate methods for conducting the work.*

A condition of approval has been drafted to address these outstanding comments.

2. *Environmental Quality Standards*

a. *Preservation of Significant Natural Features*

There are no known significant natural features on the site.

b. *Landscaping and Landscape Preservation*

The final landscaping plans show significant landscaping on the northwest and southern sides of the gym building, in the quad area between the gym and Lower School, in the sloped area below the Lower School, and on the north and east sides of the 11 Fletcher Street abutter. Altogether, these spaces will be reshaped significantly as a product of this proposal. The applicant has proposed to protect several critical trees on the property, including an existing white oak whose root zone extends from 11 Fletcher Street onto school property and a tree at the parking entrance on Storer Street below the Arts Center. Jeff Tarling, the city's arborist, has requested that the applicant add notes regarding tree preservation measures to be taken during construction, particularly with respect to the oak. A condition of approval has been suggested in this regard.

At the workshop, there was some discussion of the location of a proposed transformer on the northwest side of the new gym building adjacent to the northerly abutter. The final plans continue to show the transformer in this location. In their final submittal, the applicant states, "[t]he landscape architect...met with the neighbor located to the north of the gym to review the transformer location. The abutter did not have specific concerns regarding the transformer due to the extensive screening that they have in their own yard" (*Attachment W*). The applicant has proposed evergreen landscaping in this area, as well as a fence. They have requested that fence details be resolved as a condition of approval.

It should be noted that, at their hearing on this item, the Historic Preservation Board did approve a condition of approval requiring the applicant to submit revised landscaping plans for the west side of the gym building for staff review and approval. The applicant has provided plans to address this condition of approval, and Deb Andrews, the Historic Preservation Manager, has approved the revised landscaping plan as presented here.

c. *Water Quality/Storm Water Management/Erosion Control*

Under the current plans, the applicant proposes to increase the impervious surface on the site by approximately 5,000 SF. The plans include a subsurface underdrained sand filter in the field area to the south of the Lower School. This filter system will reduce the peak runoff rate and treat 100% of the site's new impervious area, as well as a significant portion of the site's impervious area overall. Because adjacent downgrade sewer and stormwater infrastructure are combined, the site's system would outlet to the combined sewer in Danforth Street.

Steve Bushey, the city's consulting civil engineer, has reviewed the grading and drainage and stormwater management plans and found that they meet the water quality and quantity standards. However, Mr. Bushey's final comments do raise some questions about the positioning of some of the site's storm drainage infrastructure. He writes,

We continue to question the design depth of the storm drainage line between CB5 and CB 1 as much of this system remains significantly deep for construction. We understand that the team is contemplating the use of sheet pile due to the trench depths greater than 10 feet and to avoid significant trench widths and impacts to the neighboring property and to Fletcher Street. This is likely to be expensive to say the least. The reasoning for the design as now proposed is that two small drainage basins within the exterior stairwells need points to discharge to. We simply offer other possibilities to explore that might alleviate the need for such deep drainage pipe. ...The designers may have contemplated all of these suggestions and ruled them out and if so, then our only remaining comment would be to assure that the property

owner at the NW corner of the site, nearest the DMH2 location should be made aware of the circumstances involving sheet pile placement and related heavy construction activity so proximate to their property (it appears the neighboring house might be less than 20' from the construction work limit). How and when this effort is accomplished may prove easier if the neighbor is reasonably assured of minor inconvenience to their property.

The applicant has advised that all alternatives to the existing design have been explored, and that it is likely that a construction easement with abutting property owners will be necessary in order to install storm drain lines and construct the gym building. These easements have been included as conditions of approval.

3. Public Infrastructure and Community Safety Standards

a. Consistency with Related Master Plans

The project is generally deemed consistent with related master plans.

b. Public Safety and Fire Prevention

In preliminary comments, staff raised some concerns with respect to Crime Prevention through Environmental Design (CPTED), particularly as it relates to the sunken stairwells on the north and south sides of the proposed gym building. The applicant has noted that these stairwells will have canopies, fencing, and lighting which should mitigate public safety concerns. Access to the northerly stairwell will also be gated. A detail for this fence and gate has been provided in the final submittal.

The applicant has provided a fire code analysis for review by the city's Fire Prevention Bureau, as well as a fire access diagram which depicts the location of an access lane from the existing parking adjacent to the theater across the playing fields to the southeasterly side of the Lower School (*Attachment Q*). Assistant Fire Chief Keith Gautreau has reviewed the life safety summary and the plan and notes the following,

I have reviewed the proposed Emergency Fire Lane and it is acceptable to the Fire Dept. The width is more than adequate at approx. 22 ft. I would like to see some type of signage indicating "Fire Lane No Parking" so that access will not be compromised by vehicles possibly parking up against the existing building adjacent to the proposed Fire Lane access.

In their final submittal, the applicant has submitted a plan which denotes fire lane/no parking signs in this location.

c. Availability and Capacity of Public Utilities

Regarding utility capacity, the applicant has noted that the plans "are not being proposed to accommodate a larger enrollment...As such, an increase in the utility supply needs of the site is not anticipated and we therefore do not anticipate the need to verify capacity to serve" (*Attachment O*). Following discussion with Waynflete on the potential for increased water and sewer flows to and from the site, DPW has indicated that they are satisfied that the project will not result in additional demand. No capacity letters were required.

The applicant proposes to discharge stormwater and sewer, via separate lines, into the combined sewer in Danforth Street. In the final plans, they show a new manhole in Danforth Street to provide storm drain access to this sewer line. This plan has been reviewed by Brad Roland of the Department of Public Works.

In the final submittal, the applicant has noted that, based on the age of the existing water infrastructure on the site, new water service will likely be needed from the main. The applicant has shown new water service from Spring Street on their plans and has stated that they will "work with the PWD to detail final services and develop temporary services to accommodate construction. A final plan for the water service will be provided prior to issuance of a building permit" (*Attachment W*).

Electrical service is proposed from Spring Street. Gas is proposed from an existing main on Fletcher Street.

Mr. Bushey has reviewed the utility plans and writes,

The engineer has offered responses to our earlier comments and these generally satisfy our concerns and interests in the project layout, stormwater management and utilities. There are a number of utilities related design pieces that remain outstanding, but as is often the norm, these must await further progress on MEP and architectural design as the team prepares construction documents. We suggest that a Condition of Approval simply apply for the final utilities pieces. Perhaps when the final approved plans are submitted in advance of construction the design engineer can simply provide a brief description of the final utility design conditions for the City records.

A condition of approval has been suggested to address this comment.

4. Site Design Standards

a. Massing, Ventilation, and Wind Impact

The bulk, location, and height of the proposed buildings are not likely to result in health or safety problems from a reduction in ventilation to abutting structures.

b. Shadows

The project is not anticipated to result in shadows on publicly accessible open space.

c. Snow and Ice Loading

The project is not anticipated to result in snow or ice accumulation on public ways or adjacent properties.

d. View Corridors

The project does not abut a protected view corridor.

e. Historic Resources

The project lies within the West End Historic District. As such, it is required to obtain a certificate of appropriateness under the city's historic preservation ordinance. The Historic Preservation Board reviewed the plans at two workshops on November 4, 2015 and March 10, 2016 and more recently at a hearing on June 1, 2016. The final design was approved at the hearing with some minor modifications in landscaping as described above. Historic Preservation staff have subsequently signed off on this condition.

f. Exterior Lighting

The applicant has provided cut sheets showing full cutoff fixtures in compliance with the city's Technical Manual (*Attachment R*). The applicant has also provided a photometric plan which shows that the lighting exceeds the maximum permitted illumination level of 5.0 foot candles at the southern entrance to the Lower School, where a reading of 5.1 foot candles is shown. These plans also exceed maximum illumination levels at the property line immediately south of the proposed gym, where an illumination level of .4 foot candles is shown (greater than the .1 foot candle illumination level permitted in the city's Technical Manual). In both of these instances, adequate illumination is necessary in order to light stairs and/or entrances, and particularly in the case of the gym lighting, there are CPTED concerns. The applicant has requested waivers for these lighting conditions.

g. Noise and Vibration

The applicant has provided documentation on the HVAC and mechanical equipment, and has stated that such equipment will be located on roof tops or in screened utility yards and positioned toward the interior of the campus to mitigate noise impacts.

h. *Signage and Wayfinding*

The submittal notes that signs will be limited to building names and will be designed to the Waynflete standard. As a development in a historic district, signs are subject to review under the historic preservation ordinance.

i. *Zoning-Related Design Standards*

Because the project is proposed in a historic district, design review falls entirely to the Historic Preservation Board. As noted above, the Historic Preservation Board approved the design at its June 1, 2016 hearing.

XIII. STAFF RECOMMENDATION

Subject to the proposed motions and conditions of approval listed below, Planning Division staff recommends that the Planning Board approve the proposed Waynflete School Campus Upgrade project.

XIV. PROPOSED MOTIONS

A. WAIVERS

On the basis of the application, plans, reports and other information submitted by the applicant; findings and recommendations contained in the Planning Board report for the public hearing on June 14, 2016 for application 2016-034 relevant to Portland's technical and design standards and other regulations; and the testimony presented at the Planning Board hearing:

1. The planning board **finds/does not find**, based upon the consulting transportation engineer's review, that extraordinary conditions exist or undue hardship may result from strict compliance with the *Technical Manual* standard (*Section 12.2.3*) which establishes a maximum illumination level of 5.0 footcandles, that substantial justice and the public interest are secured with the proposed variation in this standard, and that the variation is consistent with the intent of the ordinance. The Planning Board **waives/does not waive** the *Technical Manual* standard (*Section 12.2.3*) to allow a maximum illumination level of 5.1 foot candles.
2. The planning board **finds/does not find**, based upon the consulting transportation engineer's review, that extraordinary conditions exist or undue hardship may result from strict compliance with the *Technical Manual* standard (*Section 12.2.5*) which establishes a maximum illumination level at the property line of 0.1 foot candle, that substantial justice and the public interest are secured with the proposed variation in this standard, and that the variation is consistent with the intent of the ordinance. The Planning Board **waives/does not waive** the *Technical Manual* standard (*Section 12.2.5*) to allow a maximum illumination level of .4 foot candle immediately south of the proposed gym.

B. DEVELOPMENT REVIEW

On the basis of the application, plans, reports and other information submitted by the applicant; findings and recommendations contained in the Planning Board report for the public hearing on June 14, 2016 for application 2016-034 relevant to the site plan regulations; and the testimony presented at the Planning Board hearing, the Planning Board finds that the plan **is/is not** in conformance with the site plan standards of the land use code and **approves/does not approve** the application, subject to the following conditions of approval that must be met prior to the issuance of a building permit, unless otherwise stated:

1. The applicant shall provide evidence of a Maine Construction General Permit for review and approval by the Planning Authority;
2. The applicant shall provide a construction management plan, as well as any necessary temporary construction easements which are necessitated by that plan, for review and approval by the Department of Public Works and the Planning Authority;
3. Should the applicant elect to phase the project, the applicant shall submit an amendment to the site plan application for review and approval by the Planning Authority;

4. The applicant shall provide a revised site plan that:
 - a. Includes warning signs meeting MUTCD standards and detectable warning panels meeting the standards of the *Technical Manual* at Danforth and Fletcher Streets;
 - b. Includes a note that ponding within the landing area and the base of ramps at Danforth and Fletcher Streets shall not occur; and
 - c. Includes sidewalk ramps and detectable warning panels for the existing crosswalk from the northeasterly corner of Thomas Street to the school's Spring Street frontage and shifts this crosswalk to provide a perpendicular landing on the Thomas Street side, as feasible

for review and approval by the Department of Public works;
5. Prior to issuance of a certificate of occupancy, the applicant shall provide a revised Transportation and Parking Demand Management Plan which:
 - a. Notes conditions when simultaneous gym and theater events may occur and identifies strategies for mitigating the impacts of such occurrences;
 - b. Identifies existing on-street parking restrictions for staff and students;
 - c. Documents participation levels in the existing rideshare program and establishes targets for participation and implementation strategies;
 - d. Documents any barriers to transit ridership and establishes ridership targets; and
 - e. Documents existing mode share data for staff and students

for review and approval by the city's Department of Public Works and Planning Authority;
6. The applicant shall provide a revised landscaping plan which includes notes regarding tree protection measures to be taken during construction for review and approval by the City Arborist;
7. The applicant shall provide fence details for review and approval by the Planning Authority; and
8. The applicant shall provide a final utility plan for review and approval by the Department of Public Works.

XIII. ATTACHMENTS

PLANNING BOARD REPORT ATTACHMENTS

1. Surveyor review (memo from Bill Clark, 5/31/16)
2. Traffic Engineer review (memo from Thomas Errico, 6/8/16)
3. Department of Public Works review (memo from David Margolis-Pineo, 6/6/16)
4. Civil Engineer review (memo from Steve Bushey, 6/6/16)
5. Fire Prevention Bureau review (memo from Keith Gautreau, 6/1/16)

APPLICANT'S SUBMITTALS

- A. Cover Letter (from Lauren Swett, 2/16/16)
- B. Level III Site Plan Application
- C. Application Fees
- D. Project Description
- E. Evidence of Right, Title, and Interest
- F. Evidence of State and/or Federal Permits
- G. Assessment of Zoning
- H. Easements and Other Burdens

- I. Evidence of Financial and Technical Capacity
- J. Construction Management Plan
- K. Traffic Analysis (including TDM Plan)
- L. Significant Natural Features
- M. Stormwater Management Plan and Calculations
- N. Consistency with Master Plan
- O. Utility Capacity to Serve
- P. Solid Waste
- Q. Summary of Fire Codes
- R. Consistency with Portland Design Standards and Design Manual
- S. HVAC and Manufacturing Equipment Verification
- T. Neighborhood Meeting Minutes
- U. Cover Letter (response to comments from Lauren Swett, 3/31/16)
- V. 2005 Waynflete Master Plan
- W. Cover Letter (response to comments from Lauren Swett, 5/27/16)

PUBLIC COMMENT

- PC-1. Watson and Brain email (4/7/16)
- PC-2. Curtis email (5/31/16)

PLANS

- Plan 1. Cover Sheet
- Plan 2. Boundary Survey
- Plan 3. Existing Conditions Plan
- Plan 4. Site Demolition Plan
- Plan 5. Site Plan
- Plan 6. Grading & Drainage Plan
- Plan 7. Utility Plan
- Plan 8. Spring Street Connection Plan
- Plan 9. Civil Details - 1
- Plan 10. Civil Details - 2
- Plan 11. Civil Details - 3
- Plan 12. Civil Details - 4
- Plan 13. Civil Details - 5
- Plan 14. Pre-Development Drainage Area Plan
- Plan 15. Post-Development Drainage Area Plan
- Plan 16. Landscaping Site Plan
- Plan 17. Materials & Layout Plan North
- Plan 18. Materials & Layout Plan South
- Plan 19. Planting Plan North
- Plan 20. Planting Plan South
- Plan 21. Wall Elevations
- Plan 22. Landscaping Details
- Plan 23. Landscaping Details
- Plan 24. Landscaping Details
- Plan 25. Life Safety Plan & Code Summary (Gym)
- Plan 26. Lower & Mezzanine Level Floor Plan (Gym)
- Plan 27. Elevations (Gym)
- Plan 28. Life Safety Plan & Code Summary (Lower School)
- Plan 29. Lower Level Floor Plan (Lower School)
- Plan 30. Main Level Floor Plan (Lower School)
- Plan 31. Upper Level Floor Plan (Lower School)
- Plan 32. Exterior Elevations (Lower School)
- Plan 33. Northern Egress Gate Figure

Plan 34. Emergency Access Figure