

CITY OF PORTLAND, MAINE

PLANNING BOARD

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June 16, 2016

University of New England
Attention: Alan Thibeault
11 Hills Beach Road
Biddeford, ME 04107

Tom Saucier
Site Design Associates
23 Whitney Way
Topsham, ME 04086

Project Name: Former Armory Renovations
Address: 772 Stevens Avenue
Applicant: University of New England
Planner: Shukria Wiar

Project ID: 2016-111
CBL: 145 B018 001

Dear Mr. Thibeault:

On June 14, 2016, the Planning Board considered a conditional use application to convert the former armory on Stevens Avenue to office spaces, classrooms, and a simulation center for the University of New England at 772 Stevens Avenue. The renovated facility will also contain meeting spaces, study rooms, as well as the traditional support area including restrooms, locker areas, kitchen, mechanical spaces and storage area. The Planning Board reviewed the proposal for conformance with the standards of the Land Use Code Section 14-118 (R-5 Conditional Uses) and 14-474 (Conditional Uses). The Planning Board voted 5-0 (Boepple and Morrissette absent) to approve the application with the conditions as presented below.

CONDITIONAL USE

The Planning Board voted 5-0 (Boepple and Morrissette absent) that the proposed conditional use for an institutional use at 772 Stevens Avenue in the R-5 zone does meet the standards of § 14-474 and the standards of §14-118 for the R-5 zone, subject to the following conditions:

1. The University shall work with the proposed new employees to ensure, to the highest degree possible, to take all responsible steps and guidelines to utilize the Bishop Street Lot for parking. The University shall also provide documentation on usage, through employee surveys, six months after certificate of occupancy. Further actions and strategies shall be developed through the refinement of the existing TDM Plan (as conditioned below); and
2. Signage shall be provided along the proposed painted walkways noting that parking is prohibited and vehicle encroachment shall be discouraged, prior the certificate of occupancy; and
3. As part of a future Master Plan, to be submitted in September of 2016, the TDM Plan shall be enhanced to provide specific monitoring/survey information and target/goals for proposed strategies; and
4. The final site plan shall show landscaping, per City Arborist's recommendation, at the southerly surface parking lot to reduce the impact of the surface parking lot on the surrounding properties.

STANDARD CONDITIONS OF APPROVAL

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

1. **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.
2. **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.
3. **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.
4. **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. (If applicable)
5. **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.)

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 Shukria Wiar at (207) 756-8083 or by email at shukriaw@portlandmaine.gov

Sincerely,



Elizabeth Boepple, Chair
Portland Planning Board

Attachments:

1. Planning Board Report
2. Performance Guarantee Packet

Electronic Distribution:

CC: Jeff Levine, AICP, Director of Planning and Urban Development
Barbara Barhydt, Development Review Services Manager
, Planner/Senior Planner
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Keith Gautreau, Fire Department
Danielle West-Chuhta, Corporation Counsel
Thomas Errico, P.E., TY Lin Associates
Lauren Swett, P.E., Woodard and Curran
Rick Blackburn, Assessor's Department
Approval Letter File

PLANNING BOARD REPORT PORTLAND, MAINE



University of New England
772 Stevens Avenue
Conditional Use
2016-111
University of New England, Applicant

Submitted to: Portland Planning Board: Public Hearing Date: June 14, 2016	Prepared by: Shukria Wiar, Planner Date: June 10, 2016
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I. INTRODUCTION

The University of New England (UNE) has requested a Level III conditional use review and approval to convert the former armory on Stevens Avenue to office spaces, classrooms, and a simulation center for the University. The site is zoned Residential R-5. The University is proposing to relocate offices and classroom spaces for existing programs from the main campus to the former armory property. There are also minor changes proposed to the exterior of the structures and to the site. The proposed institutional use and associated works will be reviewed by the Planning Board as a Conditional Use in the R-5 zone for conformance with the Land Use Code Section 14-118 (R-5 Conditional Uses) and 14-474 (Conditional Uses). There is also a Level II application associated with the conversion, which will be reviewed by the Planning Authority (staff).

Applicant Name	Alan Thibeault of University of New England
Agent Representative	Tom Saucier of Site Design Associates

II. REQUIRED REVIEWS

<i>Applicant's Proposal</i>	<i>Applicable Standards</i>
Amory to Offices and Classroom Spaces	Level II Site Plan (To be reviewed by the Planning Authority)
Institutional Use	Level III Conditional Use in the R-5 zone (§14-118)

III. SUMMARY OF FINDINGS:

Total Land Area of Main Campus:

14 acres on main campus; 19 acres for the Pike Industrial parcel

Zone:

R-5 Residential

Existing Use:

Institutional, Armory

Proposed Use:

Institutional, University

Lot Size:

8.60 Acres

Building Area:

53, 954 square foot for UNE; 12,500 sq ft for MEARNG

IV. SITE DESCRIPTION:

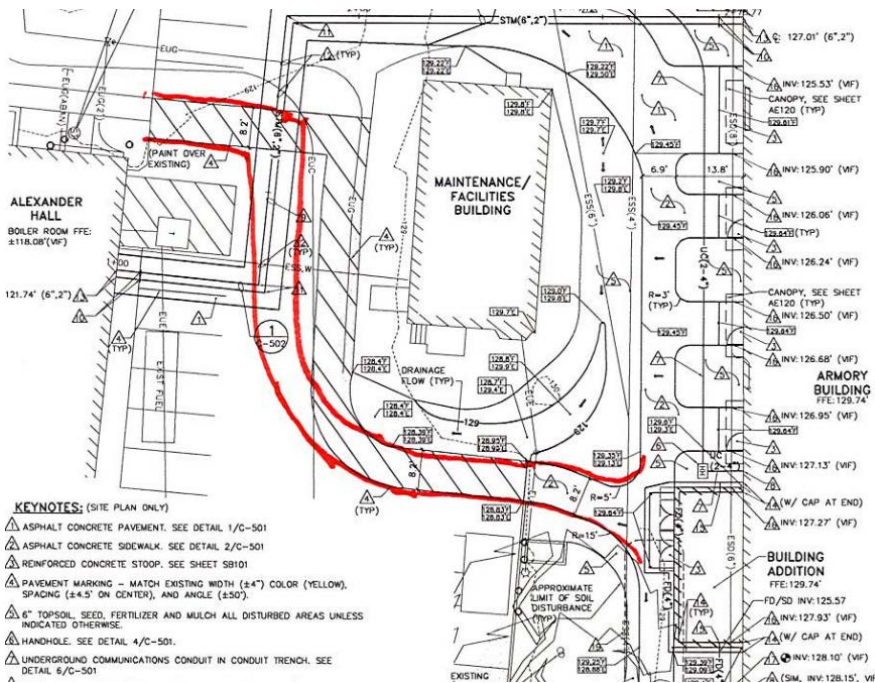
The University of New England campus is located at 716 Stevens Avenue on approximately 50 acres site. The former Stevens Avenue Armory is located just north of the campus. The University bought the Amory in June of 2015. The main campus site is abutted to the north by the Armory, to the south by College Street and University property, to the east by Stevens Avenue, and to the West by existing UNE



structures. The Armory property is abutted to a church on the north and is not within 100 feet of the Westbrook College Historic District.

V. PROPOSED DEVELOPMENT

The applicant proposes to utilize the former armory as office and classroom spaces, and a simulation center. The renovated facility will also contain meeting spaces, study rooms, as well as the traditional support area including restrooms, locker areas, kitchen, mechanical spaces and storage area. The University will have site and façade improvements as well. The main entrance and the entrance to the north will be improved. The south entrance will have a building addition, a stairs tower, to meet Life Safety requirements. As part of the site improvements, the University is adding walkways on the site to the parking lots and the main campus; walkways will be from the rear parking lot on the site to the side entrance to the building, as well as from the new building addition entrance on the south side of the building to the main campus. By adding the latter walkway, there will be five parking spaces that will be displaced from the OHC parking lot on the main campus. See diagram below:



The facility will be used by the existing campus community and not intended to serve new programs. According to the applicant, “[t]he offices will accommodate the University's current and expanding on-line academic offerings. These on-line programs do not require students to attend the campus, thus there will be no increase in the student population associated with this renovation”.

The building will operate similar to the other facilities on campus, opening at 7am and closing at 11pm, with a concentrated occupancy between 8am and 7pm. The study rooms will most likely be available to students after hours via card access.

Parking on Site

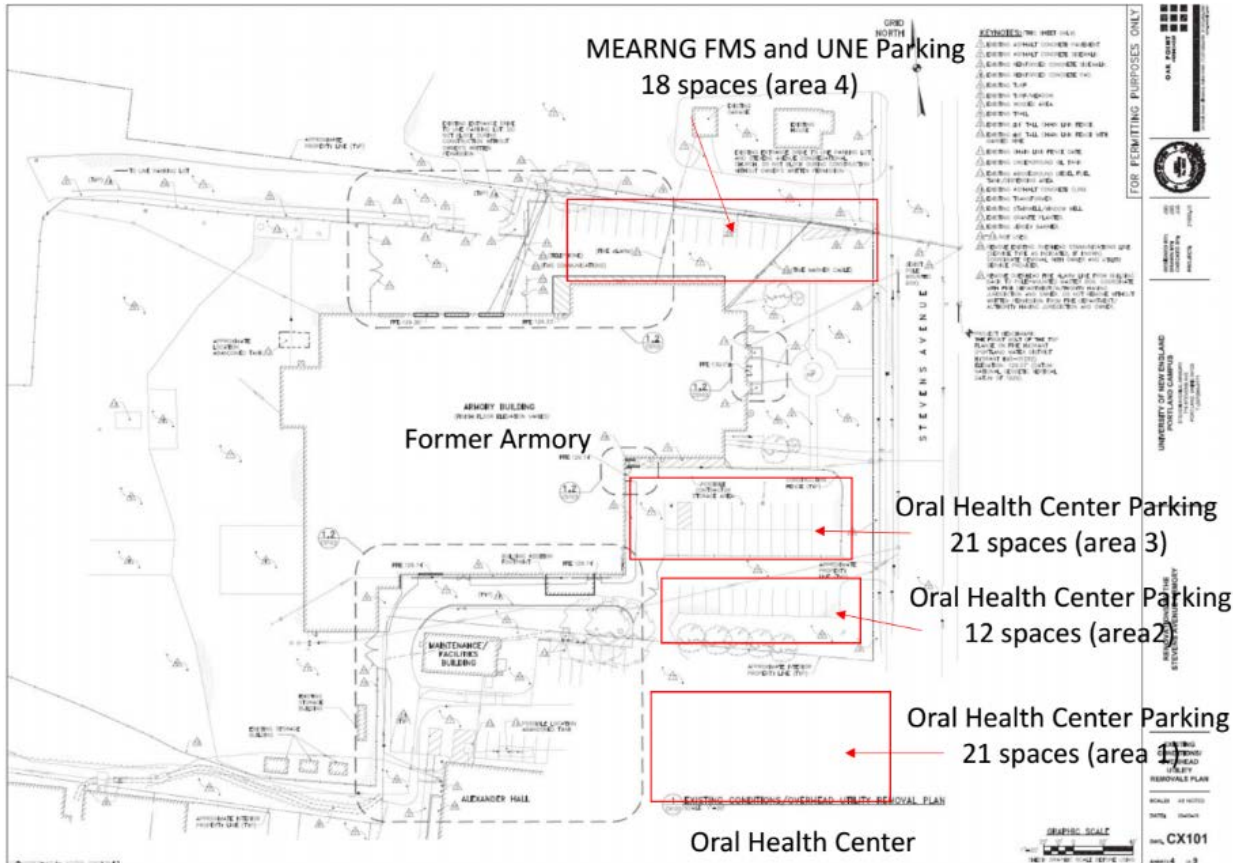
The new renovated facility will result in approximately thirty-eight (38) new employees. The parking for these additional new employees will be at the Bishop Street Parking Lot. According to the applicant, there are 160 spaces still available at the lot.

The parking lots along Stevens Avenue on the site will also be improved. As part of the approval for the Oral Health Center (OHC) in 2012, the University leased the twelve (12) parking spaces along the property line on the armory site. These spaces were allocated to the OHC patients. With the purchase of the Armory, the remaining twenty-one (21) spaces in this former Armory lot will also be designated to patient parking, resulting in more than adequate capacity for the OHC. Since there five parking spaces being lost to the proposed walkway on the south side entrance, the net gain is sixteen (16) spaces in total for OHC patients.

The Maine Army National Guard (MEARNG) will continue to occupy the rear portion of the building, approximately 12,500 square feet, and will not be renovated. This MEARNG will be to continue to service the southern Maine regional armories fleets of vehicles. The MEARNG will have about twelve (12) employees and the University has dedicated parking spaces for their personnel vehicles; of the approximately eighteen (18)

existing spaces northerly of the armory, twelve will be utilized by the guard. The MEARNG also utilizes half of the rear of the site for the storage of vehicles for their operation; this is a secured area that is fenced in. The hours of operation are from 7:00 AM-3:30 PM, Monday through Friday.

Based on the information above, the University will have a net increase in parking supply of twenty (22) spaces as part of this renovation. The diagram below shows that parking in relation to this project, please refer to Attachment K for the full report:



VI. BACKGROUND OF PLANNING BOARD REVIEW AND APPROVALS:

The following provides a summary of Planning Board reviews of the Westbrook College Campus from 2001 to today.

2001 Planning Authority

In 2001, UNE requested modifications to an approved site plans. The revision includes the redesign of parking areas around the art gallery to the rear of the campus.

2008 Planning Board Review

In 2008, UNE requested to establish a new College of Pharmacy on its Westbrook College Campus on Stevens Avenue. The program is a professional six-year degree program with years one and two on the University Campus in Biddeford and years three, four and five on the Westbrook College Campus. The sixth year is off-site. The program accommodated 100 students per class with approximately 40 full time faculty members. The establishment of the pharmacy program brought 300 additional students (100 students per year over a three year period) and faculty to the Westbrook College Campus. According to the Planning Board report, the proposal generated considerable public interest.

2012 Planning Board Review

In 2012, UNE requested to establish the College of Dental Medicine, also on its Westbrook College Campus on Stevens Avenue. The program is a professional four-year degree program with years one through three on the Westbrook College Campus and year four will be out on rotations in other parts of the State. The program accommodated forty-six (46) students per class per year for a total of 138 additional students and faculty. The proposal included two parking lots, one adjacent to the proposed Patient Care Center and the other was the remote lot at the end of Bishop Street, in order to address a projected growth in the student population. The student population was expected to grow annually from 818 students enrolled for the 2011-12 academic year to 1,189 in 2016-17.

2015 Planning Authority

In 2015, Planning Authority approved a Level I Site Alteration application for the Alumni Hall Renovation in its Westbrook College Campus. The project involves renovations to the existing Alumni Hall and Annex and associated site work.

VII. STAFF REVIEW

This project is subject to conditional use and site plan review. Staff review includes the following subsections:

1. ZONING, RIGHT TITLE AND INTEREST, AND NEIGHBORHOOD MEETING

A. Zoning

CONDITIONAL USE REVIEW

Because this project is considered an institutional expansion in the R-5 zone, it is subject to the conditional use standards of Sections 14-118 and 14-474. The applicant has submitted an analysis of how the proposal meets the R5 Conditional Use Standards (Attachment F and H) as follows:

Sec. 14-118. Conditional uses

The following uses shall be permitted only upon the issuance of a conditional use permit, subject to the provisions of section 14-474 (conditional uses) and any special provisions, standards or requirements specified below:

(b) Institutional: Any of the following conditional uses provided that, notwithstanding section 14-474(a) (conditional uses) of this article, or any other provision of this Code, the Planning Board shall be substituted for the board of appeals as the reviewing authority:

1. Elementary, middle, and secondary school;
2. a. Long-term and extended care facilities; b. Intermediate care facility for thirteen (13) or more persons;
3. Places of assembly;
4. Reserved;
5. Hospital;
6. College, university, trade school.

Such uses shall be subject to the following conditions and standards in addition to the provisions of section 14-474:

- a. In the case of expansion of existing such uses onto land other than the lot on which the principal use is located, it shall be demonstrated that the proposed use cannot reasonably be accommodated on the existing site through more efficient utilization of land or buildings, and will not cause significant physical encroachment into established residential areas; and

Staff Comments: The property is located on a lot other than the location of the principal use or the main Westbrook College Campus. The applicant submitted a letter that outlines why the proposed uses cannot be reasonably accommodated within existing buildings on the main campus, which states that the University purchased the former armory so that it could better deliver the existing programs currently being offered on campus, see Attachment H for a detailed explanation.

b. The proposed use will not cause significant displacement or conversion of residential uses existing as of June 1, 1983, or thereafter; and

Staff Comments: The renovations to the armory building and accompanying improvements will not cause the displacement or conversion of any residential units. The use of the Armory site historically has been "institutional" in nature and the Planning Office's opinion is that the Stevens Avenue Armory is a legal non-conforming institutional use within the R-5 Zone.

c. In the case of a use or use expansion which constitutes a combination of the above-listed uses with capacity for concurrent operations, the applicable minimum lot sizes shall be cumulative; and

Staff Comments: The lot size for University's main campus is about 14 acres; the total with the Armory and Bishop Street Parking Lot is approximately 50 acres. The armory's lot is 8.60 acres. The minimum lot size in the R-5 zone for a school is two acres; therefore this standard is being met.

Sec. 14-474:

The following standards 14-474 apply to all conditional uses:

2. *Standards. The Board shall, after review of required materials, authorize issuance of a conditional use permit, upon a showing that the proposed use, at the size and intensity contemplated at the proposed location, will not have substantially greater negative impacts than would normally occur from surrounding uses or other allowable uses in the same zoning district. The Board shall find that this standard is satisfied if it finds that:*

a. *The volume and type of vehicle traffic to be generated, hours of operation, expanse of pavement, and the number of parking spaces required are not substantially greater than would normally occur at surrounding uses or other allowable uses in the same zone; and*

Staff comment: The University has submitted an updated parking demand plan, as well as a Transportation Demand Management (TDM) Plan. The TDM plan is not taking this project into consideration. The UNE subsidizes the free use of the Metro to all its students and staff. According to the parking assessment, this program averaged 573 riders per month, including the summer months, in the last three years. The following are mitigation options proposed by the applicant to decrease the parking demand on its Portland Campus, please refer to Attachment I for the full TDM Plan:

1. Parking lot on Bishop Street for students/staff/faculty: A shuttle bus is used to transport parkers to the campus. There is a secure, heated shelter, equipped with free wifi at each end of the route, to encourage its usage. The shuttle runs continuously from 7am to 7pm during

- the academic year, so wait and travel times are minimal. Links to Portland Metro maps and schedules as well as hard copies in areas convenient to students/staff/faculty
2. Shuttle Service being provided between the Portland and Biddeford campus. Links to the intercampus Shuttle maps and schedules, as well as hard copies in areas convenient to students/staff/faculty.
 3. On-line access to information regarding carpooling/rideshare and vanpooling. UNE has a parking permit/fee program for parking lots on the primary campus; however, in order to encourage use of satellite lots, such as located behind the Maine State National Guard Armory, no fee is charged. Additionally, no fee is charged to park on the main campus when carpooling.
 4. Educational and promotional services, including incentive program announcements, via e-mail and social media to students/staff/faculty regarding the advantages of use of alternative modes of transportation to/from the campus. UNE has recently installed electric vehicle charging stations at the parking lot on Bishop Street, allowing users to charge their vehicles at no cost, providing further incentive to utilize this lot. UNE notified students/staff and faculty of its availability and periodically raffled off new bicycles at the lot as an incentive to use this alternative mode of transportation. Other promotions included free coffee and doughnuts to users of the lot.
 5. Employee recognition for efforts to reduce traffic impact and/or parking demand via email and web posting.
 6. Providing information regarding new parking strategies, alternative modes, etc.

The application states that there will be an additional thirty-eight (38) UNE employees added to the campus at the Armory site. The parking demand study estimated that the increase in staffing will result in a parking demand of thirty-two (32) spaces. Tom Errico, Consultant Traffic Engineer, has reviewed the plans and finds the renovation project acceptable with the following comments:

- *As noted by the applicant, by acquiring the Armory site – with the proposed improvements, UNE will be increasing the supply of on-site campus parking by 22 spaces. The added spaces in front of the Armory are designated for Oral Patients and 6 spaces to the north of the Armory. The application notes that an additional 38 UNE employees will be added to the campus at the Armory site. The applicant has estimated that this increase in staffing will result in a parking demand of 32 spaces. I concur with this estimate. The applicant has noted that parking for these employees will be at the Bishop Street Lot, which I find acceptable. It is my recommendation that UNE work with these employees to ensure that they park at the Bishop Street Lot. UNE shall provide documentation on usage – through employee surveys 6 months after occupancy. Further actions and strategies will be developed through the refinement of the existing TDM Plan as discussed below.*
- *Signage shall be provided along the proposed painted walkway noting that parking is prohibited. Vehicle encroachment should be discouraged.*
- *The applicant has submitted the previously developed TDM Plan. The TDM Plan needs to be enhanced to provide specific monitoring/survey information and target/goals for proposed strategies. It is my suggestion that this effort take place during the future Master Plan process, when specific details on future campus conditions are known. As noted above, the applicant should seek immediate methods for encouraging new staff to park in the Bishop Street Lot.*

b. The proposed use will not create unsanitary or harmful conditions by reason of noise, glare, dust, sewage disposal, emissions to the air, odor, lighting, or litter; and

Staff comment: The proposal would not create harmful conditions.

c. The design and operation of the proposed use, including but not limited to landscaping, screening, signs, loading, deliveries, trash or waste generation, arrangement of structures, and materials storage will not have a substantially greater effect/impact on surrounding properties than those associated with surrounding uses or other allowable uses in the zone.

Staff comment: Staff has requested that there be additional landscaping along on Stevens Avenue to reduce the impact of the surface parking lot on the surrounding properties.



Section 14-474 (d) states:

(d) Conditions on conditional use permits. The board of appeals may impose such reasonable conditions upon the premises benefited by a conditional use as may be necessary to prevent or minimize adverse effects therefrom upon other property in the neighborhood. Such conditions shall be expressly set forth in the resolution authorizing the conditional use permit and in the permit. Violation of such conditions shall be a violation of this article.

Staff Comment: Planning staff recommends conditions of approval pertaining to parking and landscaping. These conditions are proposed in the motions.

B. Right, Title or Interest:

The applicant submitted a warranty deed for the property (see Attachment E).

C. Neighborhood Meeting:

This proposal is subject to Level II site plan and conditional use review (for an institutional use in the R-5 zone). Section 14-32 (c) of the City Code requires only applicants for Level III site plan review or subdivisions of five or more units or lots to host a neighborhood meeting. Because this proposal includes converting the armory for office and classroom space as a Level II site plan and it is exempt from this requirement.

VIII. PROPOSED MOTIONS

A. CONDITIONAL USE

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 #2016-111 (Conditional Use), relevant to Portland's Conditional Use Standards and other regulations, and the testimony presented at the Planning Board hearing:

The Planning Board finds that the proposed conditional use for an institutional use at 772 Stevens Avenue in the R-5 zone [**does/does not**] meet the standards of § 14-474 and the standards of §14-118 for the R-5 zone, subject to the following condition:

1. The University shall work with the proposed new employees to ensure that they only utilize the Bishop Street Lot for parking. The University shall also provide documentation on usage, through employee surveys, six months after certificate of occupancy. Further actions and strategies shall be developed through the refinement of the existing TDM Plan (as conditioned below); and
2. Signage shall be provided along the proposed painted walkways noting that parking is prohibited and vehicle encroachment shall be discouraged, prior the certificate of occupancy; and
3. As part of a future Master Plan, to be submitted in September of 2016, the TDM Plan shall be enhanced to provide specific monitoring/survey information and target/goals for proposed strategies; and
4. The final site plan shall show landscaping, per City Arborist's recommendation, at the southerly surface parking lot to reduce the impact of the surface parking lot on the surrounding properties.

ATTACHMENTS

PLANNING BOARD REPORT ATTACHMENTS

1. Traffic Review, Tom Errico, dated 06.09.2016

APPLICANT'S SUBMITTAL

- A. Cover Letter
- B. Cond Use Application Form
- C. Letter of Agent
- D. Location Map
- E. Deed
- F. Conditional Use Narrative
- G. Traffic and Parking
- H. City of Portland Mail - Armory Renovation
- I. UNE_Portland_TDM 052516 _2_
- J. University of New England Parking 052616 _2_

- K. Response to staff comments dated 06.08.2016
 - K1. Parking Areas

PLANS

- Plan1 Boundary Survey
- Plan2 Civil Notes, Legend, and Erosion Control Details
- Plan3 Existing Conditions, Overhead Utility Removals Plan
- Plan4 Overall Site/Pedestrian Circulation Plan
- Plan5 North Entrance Plans
- Plan6 Building Addition Plans
- Plan7 East Entrance Plans
- Plan8 Site Details



Shukria Wiar <shukriaw@portlandmaine.gov>

UNE - Armory Renovations Conditional Use Application - Final Traffic Comments

Tom Errico <thomas.errico@tylin.com>

Thu, Jun 9, 2016 at 11:22 AM

To: Shukria Wiar <shukriaw@portlandmaine.gov>

Cc: David Margolis-Pineo <dmp@portlandmaine.gov>, Katherine Earley <kas@portlandmaine.gov>, Jeff Tarling <jst@portlandmaine.gov>, Jeremiah Bartlett <JBartlett@portlandmaine.gov>

Shukria – I have reviewed the project application materials and I find it to be acceptable with the following comments.

- As noted by the applicant, by acquiring the Armory site – with the proposed improvements, UNE will be increasing the supply of on-site campus parking by 22 spaces. The added spaces in front of the Armory are designated for Oral Patients and 6 spaces to the north of the Armory. The application notes that an additional 38 UNE employees will be added to the campus at the Armory site. The applicant has estimated that this increase in staffing will result in a parking demand of 32 spaces. I concur with this estimate. The applicant has noted that parking for these employees will be at the Bishop Street Lot, which I find acceptable. It is my recommendation that UNE work with these employees to ensure that they park at the Bishop Street Lot. UNE shall provide documentation on usage – through employee surveys 6 months after occupancy. Further actions and strategies will be developed through the refinement of the existing TDM Plan as discussed below.
- Signage shall be provided along the proposed painted walkway noting that parking is prohibited. Vehicle encroachment should be discouraged.
- The applicant has submitted the previously developed TDM Plan. The TDM Plan needs to be enhanced to provide specific monitoring/survey information and target/goals for proposed strategies. It is my suggestion that this effort take place during the future Master Plan process, when specific details on future campus conditions are known. As noted above, the applicant should seek immediate methods for encouraging new staff to park in the Bishop Street Lot.

If you have any questions, please contact me.

Best regards,

Thomas A. Errico, PE
Senior Associate
Traffic Engineering Director

TYLIN INTERNATIONAL T.Y. Lin International

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6/9/2016

City of Portland Mail - UNE - Armory Renovations Conditional Use Application - Final Traffic Comments

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