



MEMORANDUM

PLANNING AND URBAN DEVELOPMENT DEPARTMENT

PLANNING DIVISION

To: Sean Dundon, Chair, and Members of the Portland Planning Board
From: Nell Donaldson, Senior Planner
Date: February 9, 2018
Re: 56 Parris Street, Parris Terraces
Project #: 2017-287 **CBL:** 33-A-13
Meeting Date: February 13, 2018

I. INTRODUCTION

Horton LLC appears before the Planning Board for a public workshop associated with the site plan, subdivision, and inclusionary zoning conditional use review of a proposed 23-unit condominium project at 56 Parris Street in Bayside. Notice of this hearing appeared in the *Portland Press Herald* on February 5 and 6, 2018. Notices were sent to 106 property owners within 500 feet and to the interested citizens list.

Applicant: Jack Soley, Horton LLC

Consultants: Kaplan Thompson Architects, Ransom Consulting, Titcomb Associates

II. REQUIRED REVIEWS

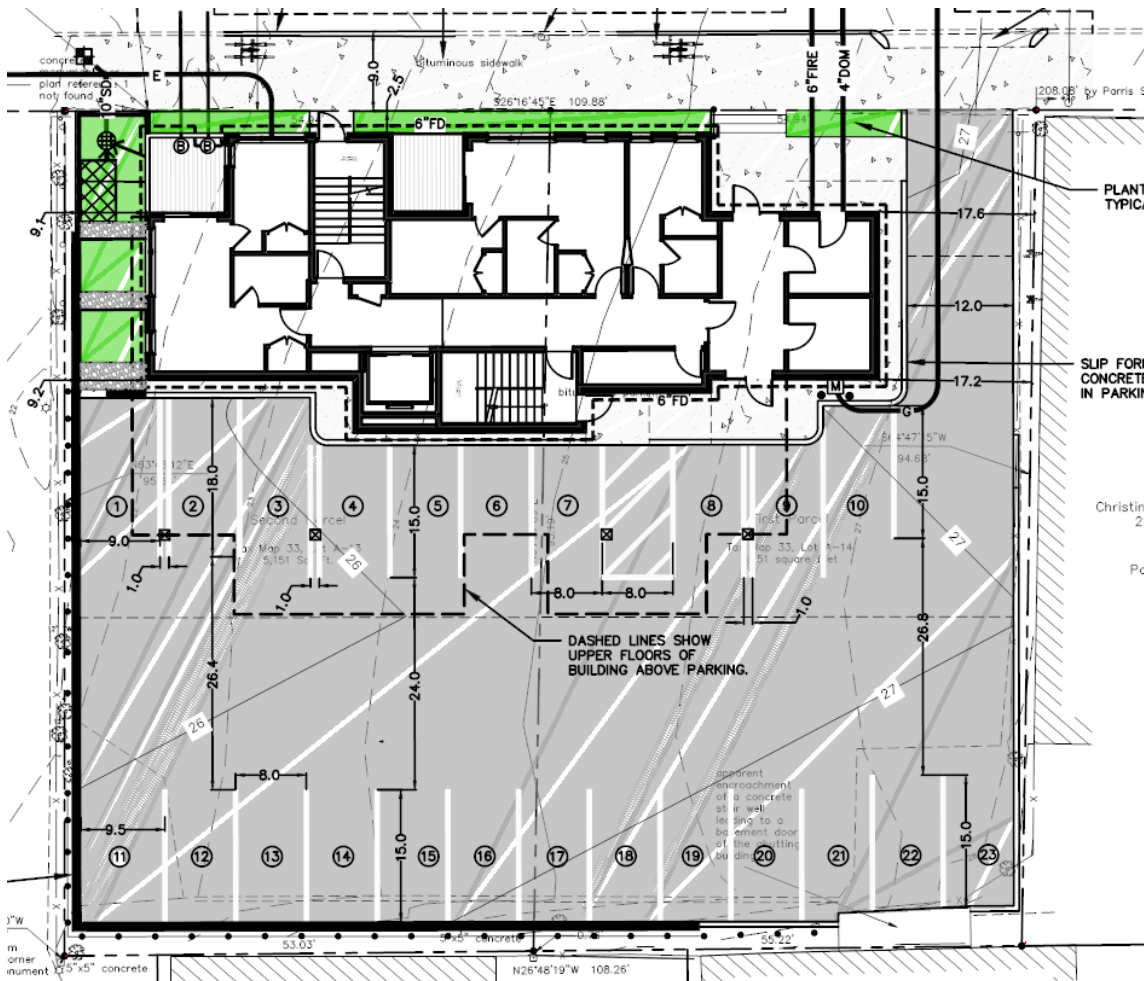
<i>Waiver Requests</i>	<i>Applicable Standards</i>
<i>Driveway Separation</i> – to allow a curb cut approximately 40’ from the adjacent property’s	Technical Manual, <i>Section 1.7.2.7</i> . Along arterial, collector, and local streets, minimum acceptable spacing shall be 100-150 feet, depending on speed limit.
<i>Driveway Width</i> – to allow a driveway less than 20’ in width	Technical Manual, <i>Section 1.7.2.3</i> . Two-way driveways for multi-family developments with over 10 parking spaces shall be a minimum of 20 feet in width, with a preferred width of 24 feet.
<i>Compact Parking Spaces</i> – to allow compact parking spaces at a ratio of greater than 20%	Technical Manual, <i>Section 1.14</i> . In parking areas of over 10 parking spaces, no more than 20% of parking spaces shall be compact in size.

<i>Review</i>	<i>Applicable Statute</i>
Subdivision	<i>Section 14-497</i>
Site Plan	<i>Section 14-526</i>
IZ Conditional Use	<i>Section 14-487</i>

III. PROJECT DATA

Existing Zoning	B-2b
Existing Use	Surface Parking
Proposed Use	Multi-Family Residential
Proposed Development Program	23-Unit Condominium
Parcel Size	10,302 SF

	Existing	Proposed	Net Change
Building Footprint	0 SF	2,216 SF	2,216 SF
Building Floor Area	0 SF	14,132 SF	14,132 SF
Impervious Surface Area	9,103 SF	9,103 SF	0 SF
Parking Spaces	Approximately 32	23	-9
Bicycle Parking Spaces	0	23	23
Estimated Cost of Project		\$1.78 million	



Figures 1, 2, and 3 (from top left): 56 Parris zoning context; 56 Parris site; preliminary site plan

IV. CONTEXT

56 Parris Street is located in West Bayside, between Cumberland Avenue and Kennebec Street. The property is one of several the city is in the process of selling as a part of the plan to relocate the Department of Public Works from Bayside to Canco Road. The site is zoned B-2b and is currently used as a surface parking lot. Residential properties surround the site to the west and south, Fork Food Lab lies to the immediate north. The city's DPW garage facilities lie to the east across Parris Street. These properties are slated for future redevelopment.

V. PROPOSED DEVELOPMENT

The proposed residential condominium development at 56 Parris Street, to be called Parris Terraces, includes 23 one-bedroom units, 20 of which are to be sold to households below 120% of AMI. The project also includes 23 parking spaces, a rain garden and stormwater treatment, and a new concrete sidewalk on Parris Street.

VI. PUBLIC COMMENT

The Planning Division has received no public comments on the Parris Terraces application. A neighborhood meeting is currently being scheduled.

VII. RIGHT, TITLE, & INTEREST

The application includes a purchase and sales agreement as evidence of right, title, and interest (*Attachment C*).

VIII. FINANCIAL & TECHNICAL CAPACITY

The estimated cost of the project is approximately \$1.8 million. The applicant has provided a letter from Norway Savings Bank attesting to their financial capacity (*Attachment D*).

IX. ZONING ANALYSIS

Staff has conducted a zoning analysis with respect to the B-2b zone. Staff has requested that, in their final submittal, the applicant confirm that they meet maximum height requirements.

X. SITE PLAN SUBMISSION REQUIREMENTS (Section 14-527) and SUBDIVISION PLAT AND RECORDING PLAT REQUIREMENTS (Section 14-496)

Per the city's land use ordinance, the following materials should be submitted at time of final review:

- A subdivision plat meeting all plat requirements as noted in 14-496; and
- Final site plan submittal requirements as noted in 14-527(e) and (f), including a construction management plan.

XI. SUBDIVISION REVIEW (14-497(a). Review Criteria)

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

1. Water, Air Pollution

The site is currently occupied by a surface parking lot and is almost entirely impervious. The majority of the post-development impervious surface is comprised of roof, which is expected to improve the quality of the water leaving the site. No detrimental water or air quality impacts are anticipated.

2 & 3. Adequacy of Water Supply

The applicant will be required to provide evidence of capacity from the Portland Water District at final plan review.

4. Soil Erosion

No unreasonable soil erosion or reduction in the capacity of the land to hold water is anticipated.

5. Impacts on Existing or Proposed Highways and Public Roads

The city's consulting traffic engineer has reviewed the project and has noted that he does not anticipate significant traffic generation from the project, nor significant impacts to adjacent streets.

6. Sanitary Sewer/Stormwater Disposal

All sewer connections are proposed to the combined system in Parris Street. The applicant has submitted a wastewater capacity application to the Department of Public Services (*Attachment L*). Verification of capacity will be required at the time of final plan.

As proposed, surface runoff from the site would generally flow to a rain garden system at the site's northeast corner, where a Focal Point biofiltration system is proposed, and from there to a storm drain connection to Parris Street. Foundation drains would outlet directly to Parris Street. The city's consulting civil engineer, Lauren Swett, has requested a stormwater management plan in the final submittal.

7. Solid Waste

The applicant has proposed a trash and recycling room at the southern end of the building proximate to the driveway. Staff has requested that the applicant provide additional information on the handling of trash and recycling within the final plan submittal.

8. Scenic Beauty

This proposal is not deemed to have an adverse impact on the scenic beauty of the area.

9. Comprehensive Plan

The Parris Terraces project addresses several of Portland's Plan's housing goals, including increasing the overall housing supply available to residents of all financial capabilities and encouraging housing density proximate to nodes and services.

10. Financial and Technical Capacity

The applicant has submitted a letter from Norway Savings Bank indicating the intent to consider project financing (*Attachment D*).

11. Wetland/Water Body Impacts

There are no anticipated impacts to wetlands.

12. Groundwater Impacts

There are no anticipated impacts to groundwater supplies.

13. Flood-Prone Area

The site does not lie within a flood zone.

XII. SITE PLAN REVIEW (Section 14-526)

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**

Tom Errico, the city's consulting engineer, has completed a preliminary review and has not identified any potential detrimental impact to surrounding street systems. He writes,

The project is not expected to generate a significant amount of traffic and thus is not expected to significantly impact traffic mobility and safety in the project area.

b. Access and Circulation

The applicant has proposed one 12' driveway at the southern end of the site as means of vehicular access to the parking area at the site's rear. Staff has consulted with the applicant on the width of this driveway, noting that it is insufficient to meet fire access standards, and the applicant is currently working on plans to expand the width of the driveway. Mr. Errico has reviewed the vehicular access and writes,

It is my understanding that the driveway is being widened to 16-feet per Fire Department comments. I will review the revised plan when provided. In general, I support a waiver from City standards given, low trip generation to and from the site and low traffic volumes on Parris Street.

A new 8.5 foot concrete sidewalk is proposed along Parris Street. Staff has requested that the applicant confirm the extent of sidewalk reconstruction in the final plans, and that the applicant show clearances around bike racks to ensure sufficient sidewalk width in these areas. Staff has also requested that the final submittal document accessible routes to the building's main entrance.

c. Public Transit Access

There is no public transit line on Parris Street. As such, no provisions for public transit access are required.

d. Parking

The preliminary plans show 23 parking spaces at the rear of the site to serve the building's 23 units. Per Division 20 of the city's land use code, parking is required on the site at a ratio of 1/unit, although the code includes provisions to allow lesser parking supply, including the option to substitute shared use vehicles and to submit a parking analysis documenting that unique conditions exist that might result in lesser parking demand.

The preliminary plans show that a significant number of the 23 spaces are designed as compact spaces. Staff has requested that in the final submittal, the applicant document the number of compact and standard parking spaces with dimensioned drawings. On this point, Mr. Errico writes,

The project is proposing a significant number of compact parking spaces and thus does not comply with City standards. I will be conducting informal observations at existing similar sites to assess likely vehicle size characteristics. I will also provide comments regarding on-site vehicle circulation at that time.

e. Transportation Demand Management

The project is not required to submit a Transportation Demand Management Plan.

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 applicant has submitted a conceptual landscape plan with the preliminary submittal. The plan includes ornamental grasses at the sidewalk, a rain garden at the northeast corner of the site, and a fence with vines around the northern, western, and southern property lines. Jeff Tarling, the City Arborist, has reviewed the plan and writes,

The proposed 56 Paris Street project appears to use 98% of their lot building with a small percentage for dedicated tree and landscape. This is one of the very few residential projects we have seen with zero trees, perhaps additional trees could be planted nearby with the contribution to the Tree Fund.

Given the building mass stays the same we would ask if additional landscape elements could be introduced to add some variety. This would include taking a second look at the proposed 'planters with grasses' to see if any woody plants (shrubs) could be introduced. The same for the rain garden area, these are places where some additional tree or landscaping could be shown.

Overall we would ask for more details on the landscape and trees, it is disappointing to think of new residential construction with minimal thought of greening as an important element of design. The rain garden / snow storage has some potential in this regard. It would be good to have an actual plant list with the final plan stating the type and size of the landscape plant stock. Good to have additional information on the proposed fence with vines types as well.

Staff has also requested that the applicant address the street tree requirement in the final submittal.

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

The site is currently mostly impervious, and the impervious area is not proposed to change as a product of the development. As noted above, the applicant has proposed to install a rain garden with a storage and Focal Point biofiltration system as a means of controlling and treating stormwater leaving the site. This system is proposed to outlet to the combined system in Parris Street. The applicant has not provided a stormwater management plan in the preliminary submittal. Lauren Swett, the city's consulting civil engineer, has reviewed the plans and writes,

In accordance with Section 5 of the City of Portland Technical Manual, a Level III development project is required to submit a stormwater management plan pursuant to the regulations of MaineDEP Chapter 500 Stormwater Management Rules, including conformance with the Basic, General, and Flooding Standards. We offer the following comments

Basic Standard: Plans, notes, and details should be provided to address erosion and sediment control requirements, inspection and maintenance requirements, and good housekeeping practices in accordance with Appendix A, B, & C of MaineDEP Chapter 500.

General Standard: A stormwater management report has not been submitted, but it appears that the project will not result in an increase in new impervious area. The amount of redeveloped, non-roof impervious surface should be quantified. The Applicant is proposing to provide treatment using a FocalPoint system. Calculations and details should be provided for this system.

Flooding Standard: A stormwater management report has not been submitted, but it appears that the project will not result in an increase in new impervious area and will not be required to comply with the Flooding Standard.

A retaining wall is proposed around a portion of the site. No details have been provided. Please note that a geotechnical evaluation of soil types and soil bearing capacities is required for retaining walls over three feet in height.

No stormdrain infrastructure is proposed within the parking lot. Additional spot grades should be provided to further show drainage intent.

The plans should note a location for snow storage or a snow removal plan should be described. The snow storage location should be sited outside of existing and proposed drainage courses.

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

Robert Thompson, of the city's Fire Prevention Bureau, has reviewed the plans and has raised concerns regarding the width of the proposed driveway. He writes,

Access to the rear of the building must be a minimum of 16'.

As noted above, the applicant is in the process of modifying plans to address this comment.

c. Availability and Capacity of Public Utilities

The applicant has proposed all utilities from Parris Street, including underground electric from a pole on the west side of Parris Street just north of the site, fire and domestic water, and gas from Parris Street. Evidence of sewer capacity will be required at final review.

4. Site Design Standards

a. Massing, Ventilation, and Wind Impact

The bulk, location, or 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 site does not lie adjacent to or within 100 feet of a historic landmark, district, or landscape.

f. Exterior Lighting

Staff has requested that the applicant provide an exterior lighting plan with the final submittal. Staff has also requested that the final plan include street lights as specified in the *Technical Manual*, noting that the lighting standards of the *Technical Manual* are currently under review. Depending on the timing of *Technical Manual* revisions, final street lighting specifications may need to be addressed as a condition of site plan approval.

g. Noise and Vibration

Staff has requested that the applicant show the location of HVAC and mechanical equipment in the final plans.

h. Signage and Wayfinding

No new signage or wayfinding is proposed.

i. Zoning-Related Design Standards

The preliminary elevations show a contemporary four-story building, located at the street with a clear building entry and use of balconies and windows to provide visual interest and relief. The preliminary elevations indicate fiber cement panel and wood grain panel at the balconies.

The project is subject to the B-2b and multi-family standards of the city's *Design Manual*. Caitlin Cameron, the city's Urban Designer, has reviewed the elevations and writes,

Please provide a rendering showing project in context.

More information is requested regarding material scale and placement.



Figure 4: East elevation

B-2b Commercial Business Zone Design Standards

Standard (1) c. Building Entrances – Main building entrance faces and is directly accessible from the street. Will the second door be egress only or will people be able to enter through that stair? If so, a small canopy or sidelight may be

warranted but should not compete with the primary entrance. For legibility, staff prefer the bike room door be relocated to the side of the building.

Standard (1) d. Windows – Windows are provided along street frontage as required. VT of .7 or greater is required. Window height is raised due to private nature of program.

Standard (1) g. Building Materials – Primary material is fiber cement panel. More information is requested regarding material scale and placement. See below for further comments.

Two-Family, . . . Multiple-Family Design Standards

Standard (1) . Exterior Design – Context currently does not include multi-family buildings of this scale. The project successfully incorporates industrial and residential references. This context is 2 appropriate for more contemporary design and more flexibility of forms, scale, and patterns. The project includes interesting forms and massing as well as articulation elements such as balconies to provide a visually interesting, contemporary design. Staff observe that though building type, scale, and placement vary throughout the neighborhood, there is a consistent use of material, trim, roof overhangs, and other articulation elements to add texture, fine-grain scale, and visual interest to the buildings, even if in a vernacular way. Staff request to better meet the standard, some fine-grain elements be introduced whether it is through the balcony railing, material scale and detailing, or trim/edge details. The proposed color gradient is not determined successful in achieving this effect.

The applicant is in the process of modifying the design to address these comments.

XIII. WORKFORCE HOUSING CONDITIONAL USE (Section 14-487)

The Parris Terraces project is subject to the city's inclusionary zoning ordinance, which requires that residential developments of ten or more units be reviewed as conditional uses subject to 14-487, and that these projects provide on-site workforce housing units or make an in-lieu payment to the City's Housing Trust Fund. As proposed, 20 of the project's 23 one-bedroom units would be affordable at 120% of AMI. Per the inclusionary zoning ordinance, two of these will be required to include deed restrictions. Victoria Volent, the city's Housing Program Manager, has reviewed the conditional use application and writes,

The development located at 60 Parris Street proposes the creation of 23 dwelling units of owner occupied housing consisting of twenty (23) one-bedroom units. As dwelling units for sale, the designated Workforce Units will be restricted to households earning up to 120% of Area Median Income (AMI). Based on the requirements outlined in Section 14-487, the development is required to provide a minimum of two (2) workforce units consisting of one (1) bedroom in each unit. The Applicant has elected to provide two (2) workforce units, on-site, consisting of two (2) one-bedroom units to satisfy the ordinance's minimum requirements. As such, the project has met the minimum requirements set forth in Section 14-487.

Staff recommends the Board Approve this Conditional Use provided the Applicant and the City enter into an Affordable Housing Agreement (AHA) before a Building Permit may be issued. The Affordable Housing Agreement will outline the details of the affordability restrictions placed on the workforce units and will be filed as covenant to the 60 Parris Street property's deed with the Cumberland County Registry of Deeds before a Certificate of Occupancy may be issued.

XIV. NEXT STEPS

1. Applicant to address staff comments and additional comments of the Planning Board;
2. Applicant to prepare final plan submission, including site plan submittal requirements as included in 14-527(e) and (f) for review by the Planning Authority and Planning Board; and
3. Hold final Planning Board Hearing.

XV. ATTACHMENTS

PLANNING BOARD REPORT ATTACHMENTS

1. Traffic Engineer review (memo from Thomas Errico, 1/17/18)
2. City Arborist review (memo from Jeff Tarling, 1/30/18)
3. Civil Engineer review (memo from Lauren Swett, 1/18/18)
4. Fire Prevention Bureau review (memo from Mike Thompson, 2/1/18)
5. Urban Designer review (memo from Caitlin Cameron, 1/12/18)
6. Housing Program Manager review (memo from Victoria Volent, 1/18/18)
7. Planning review

APPLICANT'S SUBMITTALS

- A. Level III Site Plan Application
- B. Project Summary
- C. Evidence of Right, Title, and Interest
- D. Financial Capacity Letter
- E. Wastewater Capacity Application

PLANS

- Plan 1 Boundary Survey
- Plan 2 Cover Sheet
- Plan 3 Site Plan
- Plan 4 Grading, Stormwater, & Drainage Plan
- Plan 5 Utility Plan
- Plan 6 Landscape Plan
- Plan 7 Code Summary
- Plan 8 Basement Plan
- Plan 9 Ground Floor Plan
- Plan 10 Upper Level Floor Plan
- Plan 11 East Elevation
- Plan 12 North & South Elevations
- Plan 13 West Elevation