



# Memorandum

## Planning and Urban Development Department

### Planning Division

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**To:** Chair Boepple and Members of the Portland Planning Board

**From:** Jean Fraser, Planning Division

**Date:** May 19, 2017 for meeting on May 23, 2017

**Re:** **MMC request for IOZ designation: Draft Institutional Development Plan (IDP)**

**Applicant:** Maine Medical Center (MMC)

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#### I. INTRODUCTION

The Planning Board held an introductory workshop on April 25, 2017 where MMC presented the draft Institutional Development Plan (IDP) and provided the Board with an overview of their short and long-term plans for the MMC campus. The documents for that meeting (draft IDP & April PB Memo) have been brought forward as Attachments A and B for reference.

It should be noted that this phase of the review is largely a “listening” phase where both MMC and the City seek to understand the proposals, hear public, board and staff concerns, undertake further research or get additional information and explore options. Following the detailed topic discussions, it is anticipated that MMC would submit a revised IDP/Regulatory Framework for a final review.

Today’s Workshop will focus on two subjects covered in the IDP:

- the proposed IOZ boundaries (the MMC proposed IOZ boundary is shown in the Regulatory Framework on page 110); and
- the transportation baseline information and principles (Parking, TDM, Traffic).

Future Workshop topics will include:

- (if determined to be needed) Continued discussion of today’s topics
- Construction Management
- Community Engagement
- Infrastructure
- Design Envelope and Transitions
- Regulatory Framework provisions

#### II. UPDATE ON THE ENABLING ORDINANCE FOR INSTITUTIONAL OVERLAY ZONES

On May 1, 2017 the City Council unanimously approved the Institutional Overlay Zone (IOZ) text that sets out the process for designating an Institutional Overlay Zone, including the requirements for an IDP and Regulatory Framework. The Order as passed is attached as Attachment 1 to this Memorandum.

The City Council made one amendment to the Planning Board’s recommended text, which was to strike the following section (part of Section 14-281 (g): “Amendments brought forth by the city will require a supermajority of the City Council to take effect”. This section had been originally included to provide the institutions with some assurance that an IOZ designation was relatively permanent.

### III. UPDATE ON THE REVIEW OF THE MMC IDP/REGULATORY FRAMEWORK

- **Planning Board Comments:** The Planning Board recognized that the draft IDP reflects a substantial amount of work and appreciated the scale of MMC's public engagement. The Board also welcomed the clarity of the work so far, but requested more specificity as its developed. Key preliminary comments included:
  - Transition Zones/Design
    - Very important; needed along all edges including for the Gilman Street garage
    - Look at retail/service uses on lower floors to help transitions to integrate with the community
    - Looking for Design Guidelines in the Regulatory Framework- expect new buildings to be state of art
  - Transportation Demand Management
    - Recommend thinking differently about parking provision- opportunity to be leader in challenging the car culture
    - Looking for a more "fleshed out" TDM approach
    - Gilman garage doesn't seem an appropriate parking solution - negates other positives of the project- look at satellite lot and something better at Gilman
  - Construction Management
    - Need framework and principles at this stage
    - Incorporate Best Practice
  - Community engagement
    - Suggest feedback re progress on issues
    - Create ongoing links
- **Public Comments:** The Board has previously seen the public comments that were received during the IOZ process ([PC 1- PC 22](#)) and the three comments that were circulated at the April Workshop that specifically address this draft MMC IDP (PC1-3 MMC-IOZ). A further three public comments are attached to this Memo as PC4-6 MMC-IOZ.

Extensive comments in writing and spoken at the Workshop include the economic and other impacts of construction and the need for specific mitigation measures; this will be included in a future Workshop discussion.

- **Staff comments**

The Planning staff met with other Departments in April to coordinate the preparation of comments on the draft IDP, and these were forwarded to MMC on May 2, 2017 and are included in [Attachment 2](#).

A meeting on the broader design issues took place on April 25<sup>th</sup> and informed the written review comments in the third attachment to the staff comments. More recently there have been follow up meetings on TDM, traffic and infrastructure between staff, MMC and their consultants to clarify information, understand the basis for elements of the proposals, and to identify issues that the IDP should address.

#### IV. DISCUSSION TOPICS FOR THIS WORKSHOP

- *The proposed MMC IOZ boundary (see at right and in IDP pg 110)*

The MMC IOZ *Regulatory Framework* and proposed boundaries would, once recommended by the Planning Board and adopted by the City Council, replace the two existing Contract Zone Agreements currently held by MMC. On the Plan at right the existing Contract Zones included all the area in blue except parcels 7 & 8.

For any areas outside the existing Contract Zone boundaries that are included in the IOZ boundary, the *Regulatory Framework* would replace the underlying zoning in respect of specified MMC uses and development. The underlying zone would continue to apply to non-MMC properties. The April PB Memo (Attachment B) included a table comparing these areas.

Planning staff have advised MMC that it would be in everyone's interest to present any planned future growth as part of the IDP to allow for proper planning and discussions with the neighborhood at an early stage. The proposed boundary has addressed this objective, but another approach would be for the IDP to provide a more conceptual indication of likely future growth, and then amend the IOZ boundaries when a firm programmatic need is identified.

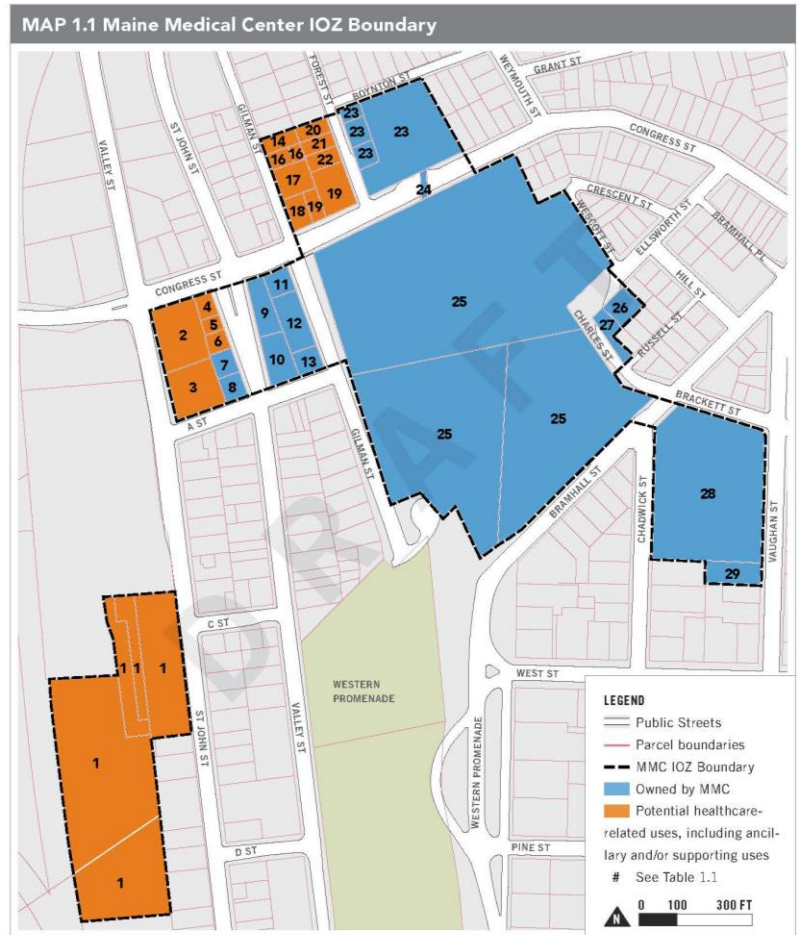
As noted in the public comments, the three parcels that have been included in the proposed IOZ boundary (outside the Contract Zone) include a few housing units and two to three local businesses that serve and support the local neighborhood. The majority of the area within these parcels also comprises surface parking, which appears suitable for more intense development.

If the Board supports the principle that some MMC growth is broadly a benefit to the City, then it is realistic to consider where that growth might occur and how it could be best integrated into the surrounding neighborhoods. The use needs to be considered in conjunction with any design standards, which could require ground floor retail/restaurant or other features that provide local services and ensure an active pedestrian realm.

- *Transportation Principles (Parking, Traffic and TDM)*

The broad focus of all comments on the transportation sections of the IDP has been to question the extent of the proposed parking provision as that drives the need for parking structures that are in or near to the campus and results in traffic impacts. Transportation Demand Management (TDM) potentially offers a mechanism that could reduce the parking demand and provide greater travel mode choice for MMC employees and visitors (less of an option for MMC patients).

#### 1. BOUNDARY



The MMC consultants have shared the base information that informed the IDP proposals and assumptions for parking, traffic impacts and the scope for encouraging a mode shift to alternative modes of travel. These discussions are ongoing and both MMC and staff will update the Board at the Workshop.

In summary, staff understand that MMC will be submitting a TMP as part of the first phase site plan and that they acknowledge there is a general need for improved data collection and monitoring, and for a review of the management of parking facilities, but there are somewhat differing professional opinions on the following:

- What is realistic to expect in the short or medium term for a mode shift away from cars, given the current “low” level of transit, bicycle and walking infrastructure;
- How to plan for the possibility that even an aggressive TDM target may not be met and therefore the parking supply needs to be available for that possibility;
- What should be included in the IDP to reflect a commitment to TDM, as compared to the detailed TDM Plan that would be proposed as part of the site plan application?

## V. NEXT STEPS

- Clarify what feedback is requested from MMC on today’s Workshop issues
- Further PB workshop(s) on other IDP topics

## VI. ATTACHMENTS

1. Brought forward from April 25, 2017 PB Workshop
  - A. MMC Draft IDP as submitted early April 2017
  - B. April 25 Staff PB Memo
2. Memo attachments
  1. IOZ as approved by City Council
  2. Staff comments on IDP 5.2.17
3. Public Comments

PC 1- PC22 - (Brought forward) Public Comments from IOZ Ordinance review  
PC1 MMC-IOZ - St John Valley Neighborhood Association 4.18.17 on 4.7.17 MMC IDP  
PC2 MMC-IOZ – C MilNeil 4.25.17  
PC3 MMC-IOZ – WPNA A Pringle 4.25.17  
PC4 MMC-IOZ – C NilNeil 4.27.17  
PC5 MMC-IOZ – K Snyder 5.9.17  
PC6 MMC-IOZ – PBPAC 5.15.17