



# 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:** June 23, 2017 for meeting on June 27, 2017

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

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

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#### I. INTRODUCTION

This is the third Planning Board Workshop on the draft Institutional Development Plan (IDP) submitted by MMC in early April ([Attachment A](#)) as part of the process for amending the zoning to allow for expansion of the MMC facilities. The previous Workshops were:

- April 25, 2017: Introductory workshop where MMC presented the draft IDP and provided the Board with an overview of their short and long-term plans for the MMC campus.
- May 23, 2017: Update on staff and neighborhood discussions and focus on the IOZ boundary and Transportation principles.

#### *Today's Workshop*

Four of the subjects covered in the IDP will be addressed:

- Transportation Demand Management (TDM) Strategies
- Construction Management
- Heights, transition zones and related design issues
- Neighborhood engagement

MMC have submitted a slide presentation ([Attachment B](#)) that summarizes their current thinking on these subjects and will further elaborate at the Workshop. **Section IV** below outlines staff comments.

#### *Next Steps*

Staff note that MMC are working to fine-tune the IDP based on Board, staff and public comments. There are several aspects where further consideration is recommended by staff. These are listed as specific points for the Workshop discussion and Planning Board direction in **Section III**.

Future Planning Board discussions (prior to a hearing) will be needed regarding:

- Parking and Infrastructure
- Regulatory Framework provisions
- The Revised Institutional Development Plan (IDP) as a whole

The review timetable has been longer than anticipated, in part because MMC are exploring alternative locations for the replacement of employee parking. It is important to note that MMC will need to submit one final IDP that includes all of their final proposals and Regulatory Framework provisions, and that would then be the subject of a Workshop prior to the Hearing.

## II. UPDATE ON THE REVIEW PROCESS

### *Planning Board Comments*

At the April and May workshops the Planning Board outlined a number of priorities and questions as summarized below:

- **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
  - MMC needs to incentivize bicycling (on site facilities and possibly contribute to improving safety of local cycling network)
- **Construction Management**
  - Need framework and principles at this stage
  - Incorporate Best Practice
- **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
- **Community engagement**
  - Suggest feedback re progress on issues
  - Create ongoing links
- **Parking**
  - What parking demand is being designed for (should MMC provide parking capacity for the least frequent peak?)
  - Why is the proposal for one central employee lot; why not more effort to incentivize employees to use remote lots?
  - Scope for shared parking with other uses/events?

### *Public Comments*

The Board has previously seen the public comments that were received during the IOZ process (PC 1- PC 22) and three further comments were circulated at the April Workshop (PC1-3 MMC-IOZ). Four additional public comments were presented to the May PB Workshop (PC4-7 MMC-IOZ). At the time of completing this Memorandum the Planning office has not received any further written comments.

The public comments, both written and at the workshops, have covered a number of issues, but a clear theme is how the scale and location of the MMC expansion affects the integrity of the local neighborhood, and what measures/provisions in the IDP would best minimize this potential impact. The St John Valley Neighborhood Association comments (PC 7 MMC-IOZ) reflects the broadly held concerns regarding the proposed height of the Gilman Street garage, the proposed IOZ boundaries, potential construction impacts, and the design / transition zones/building envelope and massing.

MMC has maintained their regular meetings with neighborhood representatives, which are also attended by staff.

**Staff comments**

Since the staff comments sent to MMC on 5/2/17 ([Attachment 2](#)) and the May workshop, the Planning Division has heard further comments from members of the public, and continued the ongoing discussions with MMC on ways to achieve a more robust TDM approach and regarding options for reduced heights and expanded transition zones to better integrate the proposed new development into the neighborhood. Staff have also requested that MMC provide further information on visual impacts of the proposed parking garages on vistas from the Western Prom, and provided a Construction Management Plan template ([Attachment 3](#)) and suggested Design Standards ([Attachment 4](#)).

### III. COMPILATION OF QUESTIONS FOR THE BOARD'S CONSIDERATION BASED ON DISCUSSION IN SECTION IV

Staff recognize that MMC have addressed some of the Board, staff and public comment concerns, but consider that further work is needed to more fully address the IOZ requirements ([Attachment 1](#) includes the IOZ Ordinance for reference) regarding some of the fundamental concerns that have been articulated. These are discussed in detail in **Section IV** and the following is a summary of the key questions:

#### **Transportation Demand Management (TDM)**

- *Has MMC clearly outlined strategies to reduce traffic and parking demand through Transportation Demand Management?*
- *How could/should realistic timelines, infrastructure investments, and parking management be integrated into the proposed TDM strategies?*

#### **Construction Management**

- *How should the CMP "template" be referenced in the IDP?*
- *Does the "template" address the potential construction issues for this project?*

#### **Heights, transition zones and related design issues**

- *Are the staff-proposed design standards appropriate for the overall design goals and are they adequate in their level of rigor?*
- *Are the MMC proposed heights meeting the City's urban design goals?*
- *Are there enough transition zones in the MMC proposal; are they in the correct locations?*
- *Are the MMC proposed transition zones an appropriate depth from the street to mitigate the scale impacts of taller buildings on the street and with residential buildings?*
- *Should the transition zones across from R-6 zones follow the R-6 height standards (10' side and 15' rear setbacks after 35' in height)?*

#### **Neighborhood Engagement**

- *Board's thoughts on the continued discussion for a revised mechanism for on-going engagement*

### IV. DISCUSSION TOPICS FOR THIS WORKSHOP

#### **TDM Strategies for MMC**

Over the past several months, staff and MMC have agreed to the value of framing MMC's TDM effort in terms of short- and long-term actions. This will allow the hospital to progressively build a TDM program with escalating targets as the internal TDM architecture is developed and regional thinking evolves, and thereby improve its chances of success.

*Initial Staff Comments:* In this vein, staff's initial comments suggested several "first phase" initiatives, some of which were already contemplated by MMC:

- hiring a full-time TDM coordinator;
- instituting a data collection and analysis program;
- improving parking management;
- supporting METRO ridership; and
- investing in infrastructure.

*MMC's Current TDM Proposal:* In recent discussions, MMC has proposed short-term strategies that address many of these comments, including:

- hiring a coordinator;
- developing data collection mechanisms;
- increasing education, marketing, and support; and
- enhancing financial incentives for the use of alternative modes.

They have also proposed long-term actions, including:

- participating in the development of a Transportation Management Association
- supporting the development of transportation infrastructure.

*Current Staff Analysis:* Staff supports this general approach, and is engaging in discussions with MMC regarding realistic timelines for the short- and long-term strategies; initial infrastructure investments that could supplement the hospital's short-term TDM efforts, such as bus shelters and bicycle routes; and parking management. A final framework for TDM will be included in the final IDP.

***Questions for the Board to Consider:***

1. *Has MMC clearly outlined strategies to reduce traffic and parking demand through Transportation Demand Management?*
2. *How could/should realistic timelines, infrastructure investments, and parking management be integrated into the proposed TDM strategies?*

***MMC Construction Management Plan***

The Planning Division coordinated a Construction Management “Template” that is intended for inclusion as a City Technical Standard. This “template” is included as Attachment 3 and was sent to MMC at the end of May.

The “template” sets out what a **Construction Management Plan** (CMP) should include; staff drafted the “template” to ensure that the MMC CMP addressed the issues raised by neighbors during the review of both the IOZ ordinance and the MMC IDP. It is anticipated that the CMP “template” will be incorporated in the IDP in some way to clarify the expectations for the final MMC CMP.

***Questions for the Board to consider:***

1. *How should the CMP “template” be referenced in the IDP?*
2. *Does the “template” address the potential construction issues for this project?*

***Design and Regulatory Framework Height/Setback/Transition Plans***

*Design Standards:* Staff identified design goals for MMC future development and recommends adding Design Standards to the IDP Regulatory Framework (as proposed in Attachment 4) to meet these goals:

- Acknowledge and design for the gateway function of the campus
- Pursue active frontage on commercial streets
- Limit and mitigate impacts of blank walls
- Consider safety and apply CPTED principles
- Mitigate scale of new development in relationship to the streets and existing built context
- Integrate campus into the mixed-use and residential neighborhoods without becoming isolated, overwhelming, or barrier-like

Staff recommends Design Standards that:

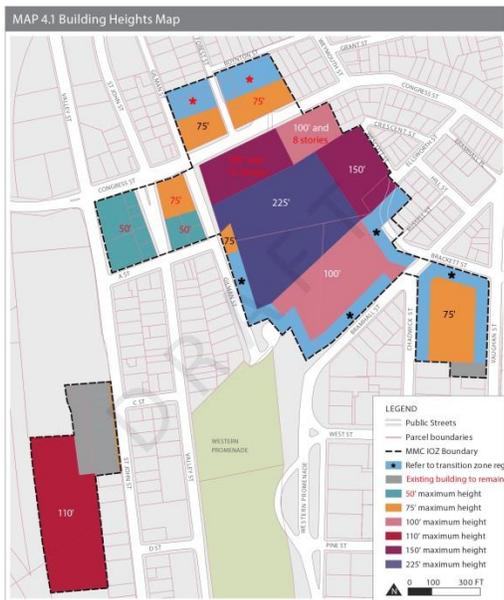
- Are IDP-specific and part of the Regulatory Framework to apply during Site Plan review
- Are developed based on existing design standards in the surrounding zones – B-2b, B-3, and R-6
- Address three categories:
  - 1) Campus coherence and gateway
  - 2) Frontage on commercial/mixed-use streets
  - 3) Frontage on residential streets

**Height:** Staff proposes revisions to the Height Map (see attachment Building Heights Map) towards new development that is compatible with the neighboring context scale, does not overwhelm the street, mitigates shadow impacts on residential properties and the street, and provides building footprints in a scale and orientation consistent with the downtown Congress Street corridor building patterns:

- Introduce building height minimums – 2 stories in transition zones, 3 stories everywhere else
- Concentrate height towards Congress Street and the center of the main campus block
- Introduce a building height maximums in stories - 12 and 8 stories on Congress Street (see image)
- Have 75’ six story buildings facing Congress Street
- Reduce the heights allowed on the A Street blocks to 50’ and 75’ – to transition to residential scale but also to provide a view transition uphill towards the main campus

**Transition Zones:** MMC is proposing 50’ deep transition zones on smaller streets such as Gilman, Forest, Boynton, and Weymouth in order to have building footprints that meet parking programmatic needs (see their presentation materials for street sections and view angles). Staff recommend that some of these proposed transition zones become deeper in width to mitigate the impact of 6-story buildings as well as to create taller building forms closer to Congress Street of similar size and footprint to the downtown Congress Street corridor (see attachment Building Heights Map).

- The two northerly blocks would have an R-6 transition zone of half a block
- The Gilman block would have 50’ transition for half a block



MAINE MEDICAL CENTER INSTITUTIONAL OVERLAY ZONE / Regulatory Framework  
Proposed Revisions - City of Portland Planning Division June 23, 2017

**MMC REVISED HEIGHT SCENARIO /**

Note: Final heights will depend on location of parking garage.



**Setbacks:** Staff recommended some revisions to the built-to lines (see attachment Map of Minimum Setbacks) in order to develop a street wall consistent with the surrounding development patterns:

- Congress Street should continue to have a zero-foot minimum front yard setback.

- At least 70% of the building façade should provide continuity with the existing street wall
- Boynton Court setback should be reduced from 20' to 5' consistent with the residential building orientation to the street.

***Questions for the Board to Consider:***

1. *Are the staff-proposed design standards appropriate for the overall design goals and are they adequate in their level of rigor?*
2. *Are the MMC proposed heights meeting the City's urban design goals?*
3. *Are there enough transition zones in the MMC proposal; are they in the correct locations?*
4. *Are the MMC proposed transition zones an appropriate depth from the street to mitigate the scale impacts of taller buildings on the street and with residential buildings?*
5. *Should the transition zones across from R-6 zones follow the R-6 height standards (10' side and 15' rear setbacks after 35' in height)?*

***Neighborhood Engagement***

The IOZ ordinance envisages that Neighborhood Engagement would comprise four elements:

- 1) A plan for ongoing community engagement that represents best practices, promotes collaborative problem solving around community concerns, fosters transparency, and identifies mechanisms for neighborhood feedback and institutional accountability;
- 2) A property management framework that identifies the institution's process for handling operational property issues with neighbors;
- 3) Strategies for assuring communication pertaining to property acquisition and disposition in surrounding neighborhoods;
- 4) A set of construction management principles, to apply to all institutional construction, that represent best practice, aim to minimize short- and long-term construction impacts on surrounding residents and businesses, and ensure a clear communication strategy is in place in advance of construction.

Discussions are continuing on how these will be addressed in detail. Staff suggest a revised mechanism for ongoing engagement should be considered.

## **V. ATTACHMENTS**

Memo attachments

1. IOZ Ordinance as approved by City Council (for reference)
2. Staff comments on IDP 5.2.17
3. Construction Management Plan Template (draft Technical Standards)
4. Suggested MMC IDP Design Standards

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
- PC 7 MMC-IOZ – St John Valley Neigh. Assoc. 5.23.17

Applicant's submissions

- A. MMC Draft IDP as submitted early April 2017
- B. Presentation Slides for June 27, 2017 Workshop