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Town of Kittery Maine Planning Board Meeting January 10, 2019

ITEM 3 - 88 Pepperrell Road - The Bistro - Parking Plan Review for Business Use Change

<u>Action: Approve or deny plan.</u> Owner, Chatham Street, LLC, and applicant, Ann Kendall, are establishing a new business entity in an existing facility where intensity of use is significantly different, located at 88 Pepperrell Cove (Tax Map 27 Lot 49) in the Business Local (B-L) and Shoreland Overlay (OZ-SL-250') Zones.

Background

The proposed development is part of a property-wide redevelopment effort that consists of the interior renovation of the three existing buildings, "The View" (previously Captain Simeons), "The Bistro" (previously Frisbee's Market), and "TheWharf" (previously Lobster in the Rough), located at 88 Pepperrell Cove. The existing/previous uses on site were retail, residential, storage, office and restaurant.

The proposed development being considered by the Board is the conversion of existing Frisbee's Market space listed on the town's tax card as stores or retail space along with an apartment. The Board reviewed this property last year for the applicant's proposed renovations to the lower level of the existing restaurant (The View) building, a small store and take-out ice cream restaurant to be named "Provisions". Both retail businesses and restaurants needed a special exception use approval by the Board since it's located in the Shoreland Overlay Zone, which the Board approved.

The review of "The Bistro" was to consider if the proposed change from retail (the Frisbee's Market) to restaurant (the Bistro) is significantly different in intensity of use. The applicable provision in the Town Code is 16.10.3.6.3 below:

16.10.3.6 Business Use Review.

All business use including the following must be reviewed by the CEO and Town Planner to ensure compliance with the requirements of this Code including:

- 1. Movement of an existing commercial or business entity from like to like facilities/use where major building/site modifications are not made;
- 2. Movement of an existing commercial or business use into related facility/use buildings;
- 3. Establishment of new commercial or business entity in an existing facility where intensity of use is not significantly different.

A business use review that conforms to this provision is not subject to Planning Board Review per 16.10.3.2:

16.10.3.2 Other Development Review.

Unless subject to a Shoreland Development Plan Review per 16.10.3.4, the following do not require Planning Board approval:

- A. Single and duplex family dwellings.
- B.Expansion of existing use where the expanded use will require fewer than six additional parking spaces.
- C. Division of land into lots (i.e., two lots) which division is not otherwise subject to Planning Board review as a subdivision.
- D. Business use as provided in Section 16.4.3.5.

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Per 16.4.3.5 below, Staff may refer to Planning Board a business use change application for their consideration.

16.4.3.5 Business Use Changes.

The Planner and the Code Enforcement Officer are to review and approve, or refer to the Planning Board for action, all business use changes which occur that fall below Planning Board review thresholds as outlined in Sections 16.10.3.2 and 16.10.3.6. Approval must be based on compliance with all requirements of this Code.

The applicant had submitted a parking summary that demonstrated the site's existing 108 parking spaces were adequate for all the proposed uses of the four new businesses (Provisions, The Wharf, The View and The Bistro). The summary had some minor inaccuracies that needed correcting but the total still appeared to be sufficient. The changes included:

A. adding the ice cream take-out area in the proposed Provisions to the total gross retail square area, resulting in 500 sf rather than 475. The number of parking spaces incurred still remained the same.

B. revising the total to conform to the method for calculating parking per 16.8.9.4.D: When determination of the number of parking spaces required results in a requirement of a fractional space, any fraction of one-half or less may be disregarded, while a fraction in excess of one-half is counted as one parking space.

After considerable discussion regarding the business use change at the October 26, 2017 meeting, the Board voted to return the applicant to the Town Planner and the Code Enforcement Officer as a business use change but not of such an intensity that requires Planning Board purview with the condition that the applicant prior to opening the final project the Wharf come back with a detailed plan for parking for the entire project. Since that time, the applicant has changed the order of the opening of the new businesses with the Bistro now being the final project.

At the December 13, 2018, Planning Board meeting, the Board considered the proposed parking plan. Concerns were raised about the parking calculations relative to the existing and proposed uses, possible shoreland development violations and required parking standards. The Board voted to continue the review to the next meeting and scheduled a site walk for December 27, 2018.

Staff Review

After the December 13, 2018 meeting staff met with the applicant representatives to address the discrepancies in the parking calculations and try to get a plan that conforms to the Title 16 parking requirements. It was determined at that meeting that the if the applicant could not meet Title 16 parking requirements, they would need to seek relief from those parking standards from the Board of Appeals, as allowed per Section 16.6.4.C.(2). Specifically,

- 1. Parking landscaping is required for parking areas containing 10 or more spaces and must have at least one tree per eight spaces. Such trees are to be located either within the lot or within five feet of it. In addition, for any parking area having 25 or more spaces at least 10% of the interior of the parking area is to be maintained with landscaping, including trees in plots of at least five feet in width.
- 2. Where off-street parking for more than six vehicles is required or provided there are certain construction requirements that need to be met (16.8.9.4.K.):
 - a. The surface of driveways, maneuvering areas and parking areas must be uniformly graded with a subgrade consisting of gravel or equivalent materials at least six inches in depth, well-compacted and with a wearing surface equivalent in qualities of compaction and durability to fine gravel.

- b. A system of surface drainage must be provided in such a way that the water runoff does not run over or across any public sidewalk or street or adjacent property. Where catch basins are required, oil traps are to be provided.
- c. Where artificial lighting is provided, it must be shaded or screened so that no light source is visible from outside the area and its access driveways.

The ordinance does allow, in specific cases of hardship, the Board of Appeals to reduce the requirements for off-street parking where it is clearly demonstrated that such reduction will not detract from neighborhood values, inconvenience the public or increase congestion in the streets, per 16.8.9.4.L. Update: An appeal to the Board of Appeals has been made seeking relief from the above-mentioned standards.

The meeting with applicant at the December 27th site walk clarified and addressed a number of the issues outlined below:

- 1. The spaces next to the Bistro and in front of The View will need to be verified. The parking area has recently been repaved and contains no striping. The existing parking layout does not appear to work for flow through travel to Bellamy Lane. The existing deck / stair structure to the rear of the Bistro building further constricts flow through traffic. The plan needs to show more detailed dimensions to ensure proper clearances are met for public safety. There is also a concern for pedestrian safety due to the proposed traffic flow and the constrained spaces of the development area. Update: The parking spaces in this area have been redesigned with thirteen (13) spaces now shown and a 12-foot-wide travelway in the rear out to Bellamy Lane. The plan has been revised to show signage and surface markings indicating one way travel.
- 2. It is noted that at the July 27, 2017 Planning Board meeting, applicant Ann Kendall requested review and approval for a Special Exception use for Provisions retail and Annabelle's take-out ice cream restaurant. The approval required four (4) parking spaces for the uses. The applicant is calculating 2.42 spaces with the current plan. Update: The parking plan has been revised to indicate 3.56 spaces will be provided for the total calculation.
- 3. Dwelling units. There is a separate structure, a 3-bedroom single-family dwelling that requires 2 parking spaces. The parking plan submitted has a note on the single-family dwelling, "split level, wood framed house (4BR)." There doesn't appear to be permits to convert the 3-bedroom dwelling to a 4 bedroom. This needs clarification. Update: Verification of septic system capacity needs be submitted to the CEO before a Certification of Occupancy can be issued for the apartment in the Bistro building.
- 4. Per the applicant, the second-floor apartment between the two floors of the Bistro will be converted to storage only. An application for a change of use is required to convert the second floor to storage. Storage would require one (1) parking space per 500 sf of gross floor area. The submitted parking plan identifies this area as a 115 seat Bistro and 2BR apartment. This needs clarification / correction. Code Department is requiring that an "as built" plan for basement, dormers, uses & parking be submitted. Update: A future dwelling unit is called out for in the parking calculations on the new parking plan.
- 5. The outdoor service area is listed as containing 51 seats yet the plan notes indicate the outdoor seats at 42. Per 16.9.2.2.A in a Shoreland Overlay Zone cutting of vegetation is prohibited within a strip of land extending 100 feet, horizontal distance, inland from the normal high-water line, except to remove safety hazards. Elsewhere in the Shoreland Overlay Zone, the cutting or removal of vegetation is limited to that which is necessary for uses expressly authorized in the zone. The exterior seating area had previous partial vegetation and partial crushed stone. The entire exterior seating area now has crushed sea shells. The area of vegetation that was removed and replaced with sea shells must be replanted with grass. The area that was previously crushed stone that is now sea

shells should have been a request to the Planning Board to keep sea shells in the unvegetated area instead of crushed stone. See aerial photos, attached. Update: The plan has been revised to show 42 seats in the outdoor service area. Restoration of the crushed seashell area to its previous limit must be performed to the satisfaction of Shoreland Resource Officer prior to the opening of the Wharf in the spring.

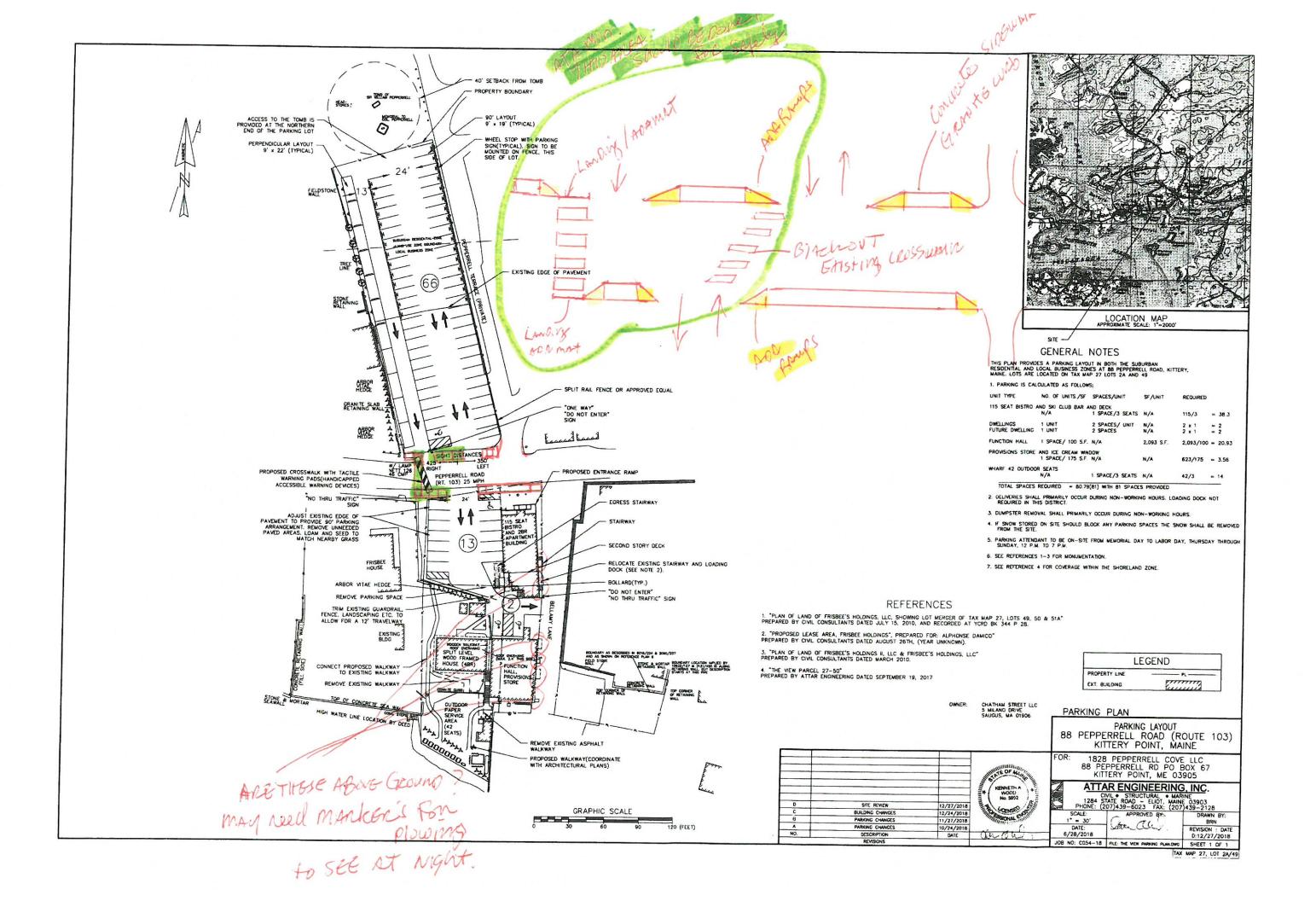
- 6. There is no indication of the traffic flow for the 66-space parking lot to the north nor the location of the proposed on-site parking attendant. Per 16.8.9.1.E, all traffic flow is to be clearly marked with signs and/or surface directions at all times. Update: The plan has been revised to show signage and surface direction for traffic flow.
- 7. The parking plans should provide more information relative to off-site impacts, i.e., sight distances along Pepperrell Road, impact upon adjacent access points and intersections like Pepperell Terrace, turning movements of vehicles entering and existing the site, snow removal and the general condition and capacity of the public streets serving the development. Update: The plans have been revised to show sight distances along Pepperrell Road and a note has been added to the plan for snow removal.
- 8. Per 16.8.8.1 Stormwater drainage, previously, there were two (2) storm drains existing in the north parking lot. Both drains have been covered up and don't appear to be functioning and/or existing. The plan should reflect stormwater drainage construction consistent with 16.8.8.1 Stormwater Drainage. Hydrologic analysis may be required. In addition, per 16.8.8.2 Post-construction stormwater management, a post stormwater management plan may be required and engineering review. Update: The storm drains are found to be open and no new impervious surfaces are proposed.
- 9. The submitted parking plan shows an area across Bellamy Lane from The Wharf and View that is designated for six (6) spaces. It is our understanding that these are leased spaces to the owner for kayak parking and cannot be counted towards parking for the uses on this site. The parking calculations in the general notes don't include these spaces but they are shown on the parking plan. Update: These parking spaces have been removed from the parking plan. Off-site parking for 11 spaces is noted on the plans, however there is no information about their location, any required agreements, or other parking management concerns. Town Code allows off-site parking subject to approval by the Board of Appeals per 16.8.9.4.J. Update: This notation has been removed from the parking plan.
- 10. Kittery Department of Public Works submitted two comments on the submitted plans: 1) that the applicant constructs ADA compliant sidewalks on either side of Pepperell Road along the property lines of the subject parcels and 2) that reflective markers be added to any protrusion into the public right-of-way from buildings along Bellamy Lane to aid in visibility to vehicles.
- 11. Archaeological/historical site to the north: Section 16.9.2.5.B. requires projects "involving structural development or soil disturbance" to submit to the Maine Historic Preservation Commission for review. Since this project does not involve structural development or soil disturbance, there is no requirement for MHPC review. Town staff did reach out to MHPC to confirm there were no other issues related to parking in proximity to the Pepperell Tomb.

Staff Recommendation

Because the applicant has requested miscellaneous parking variations from the Board of Appeals on various parking lot design, landscaping, and lighting standards, staff is unable to recommend approval of the parking plan as submitted. The Board of Appeals will hear the applicant's request on Tuesday, January 8th at 6pm at Town Hall. Any decision rendered by the Board of Appeals will be reviewed by staff and presented as an update to this report at the Planning Board meeting on January 10th.

If the Planning Board were to approve of the plan as submitted, staff offers the following conditions of approval and provided on the final plan:

- 1. A split-rail fence shall be installed along the length of the parking lot property line adjacent to Pepperell Terrace.
- 2. Curb stops must be in place for each parking space and securely anchored in place.
- 3. Parking signs shall be affixed to the split-rail fence to designate each space.
- 4. Any parking signs placed in the interior of the parking lot must be affixed to a wooden post no metal sign posts are allowed.
- 5. The existing street light will be upgraded to an LED cut-off fixture.
- 6. Any new permanent lighting added will be LED cut-off fixtures with adequate shielding to direct light down and away from adjacent properties.
- 7. Food and beverage service for The Wharf will be restricted only to the area designated and approved by the Town for outdoor seating.
- 8. Restoration of the crushed seashell area to its previous limit must be performed to the satisfaction of Shoreland Resource Officer prior to the opening of the Wharf in the spring.





Ann Grinnell Chairman, Planning Board Adam Causey, Planning Director Jamie Steffen, Town Planner P.O. Box 808 Kittery, Maine 03904 December 27, 2018 Project No. C054-18

RE: Parking Plan

The Bistro, The View, Provisions, Frisbees Wharf 88 Pepperrell Road

Dear Chair Grinnell, Mr. Causey and Mr. Steffen;

I have enclosed a revised plan for the referenced project for your review and consideration.

This project involves the re-development of the former Frisbee's Supermarket, Captain Simeon's Galley and Captain and Pattys into similar uses; The Bistro, The View, Provisions and The Wharf. The parking area consists of two existing lots on the north and south side of Pepperrell Road; these lots have historically been used for parking for Cap'n Simeon's Galley, Captain and Pattys and Frisbee's Supermarket. No substantive changes to the lots are proposed with the exception of re-striping asphalt areas and providing signage to identify individual parking spaces in the gravel areas of the north lot.

Revisions have been made to address comments received at the Planning Board meeting of December 13, 2018 and also from the site walk held this morning. Specifically;

- 1) Added a split rail fence along Pepperrell Terrace.
- 2) Added directional signage for traffic movement at the entrance of both lots.
- 3) Added the parking attendant schedule.
- 4) Added references which reflect monumentation of both parcels.

I have attached the revised parking plan and reduced boundary plans. Please contact me for any additional information. Thank you, again, for visiting the site this morning; we all look forward to meeting with you on January 10, 2019. My best for the New Year.

Sincerely,

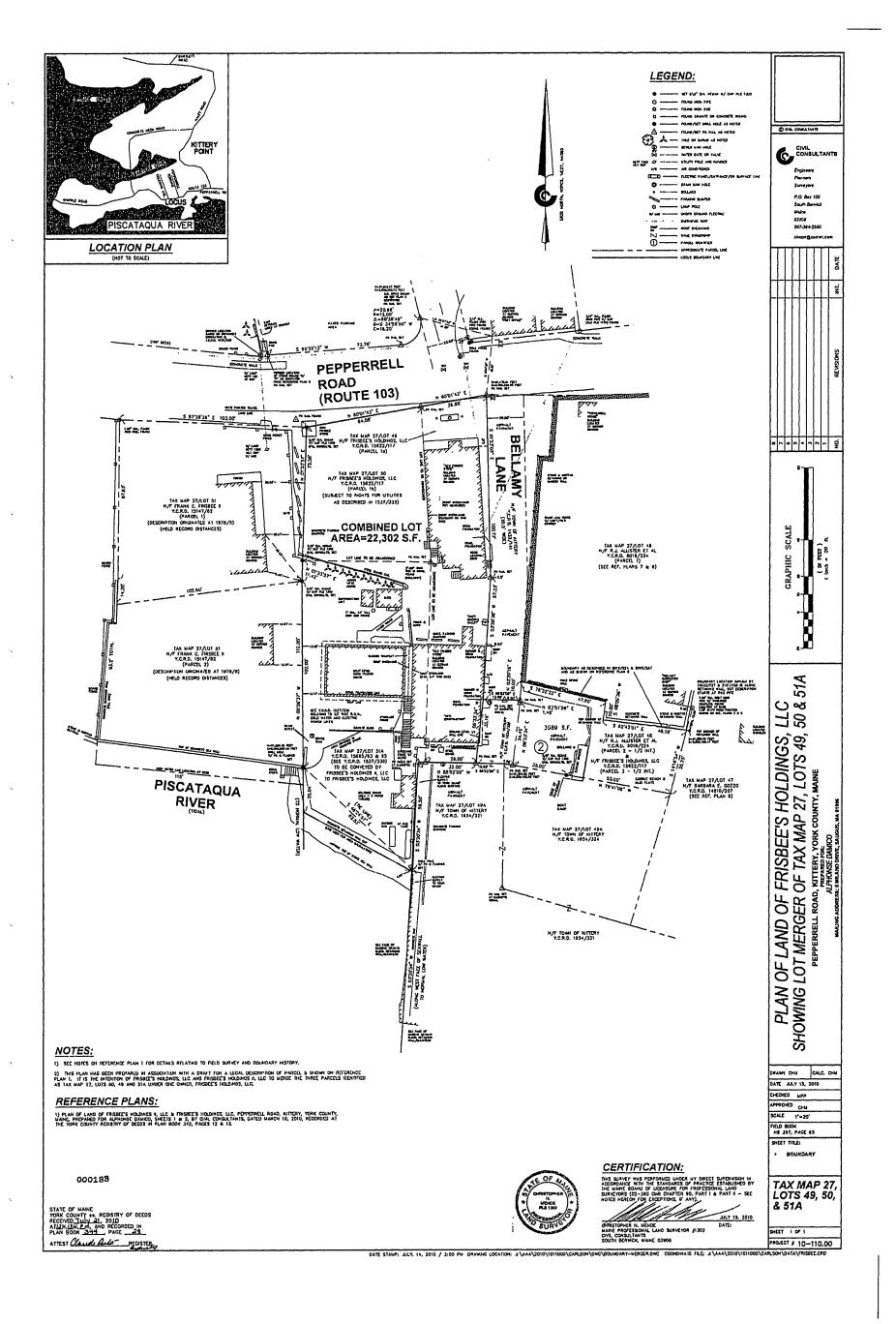
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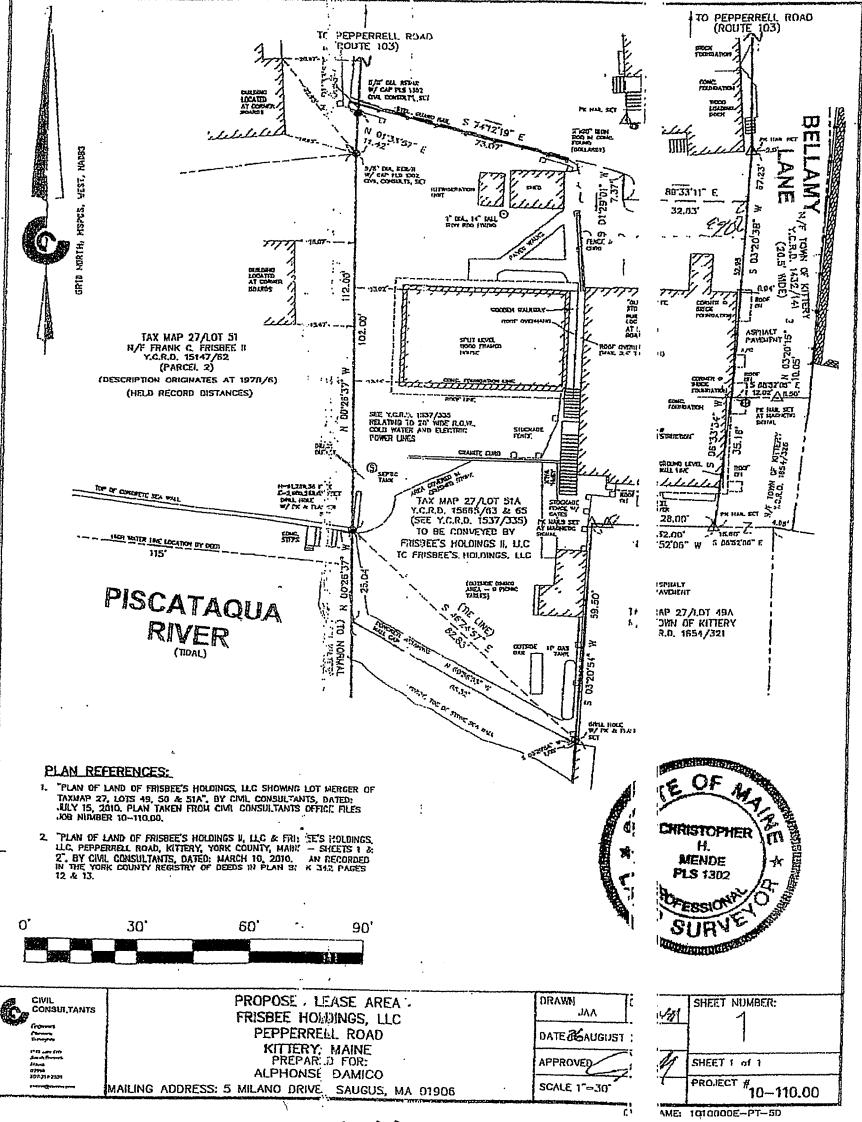
President

cc: Donna Ryan, Carla Goodknight

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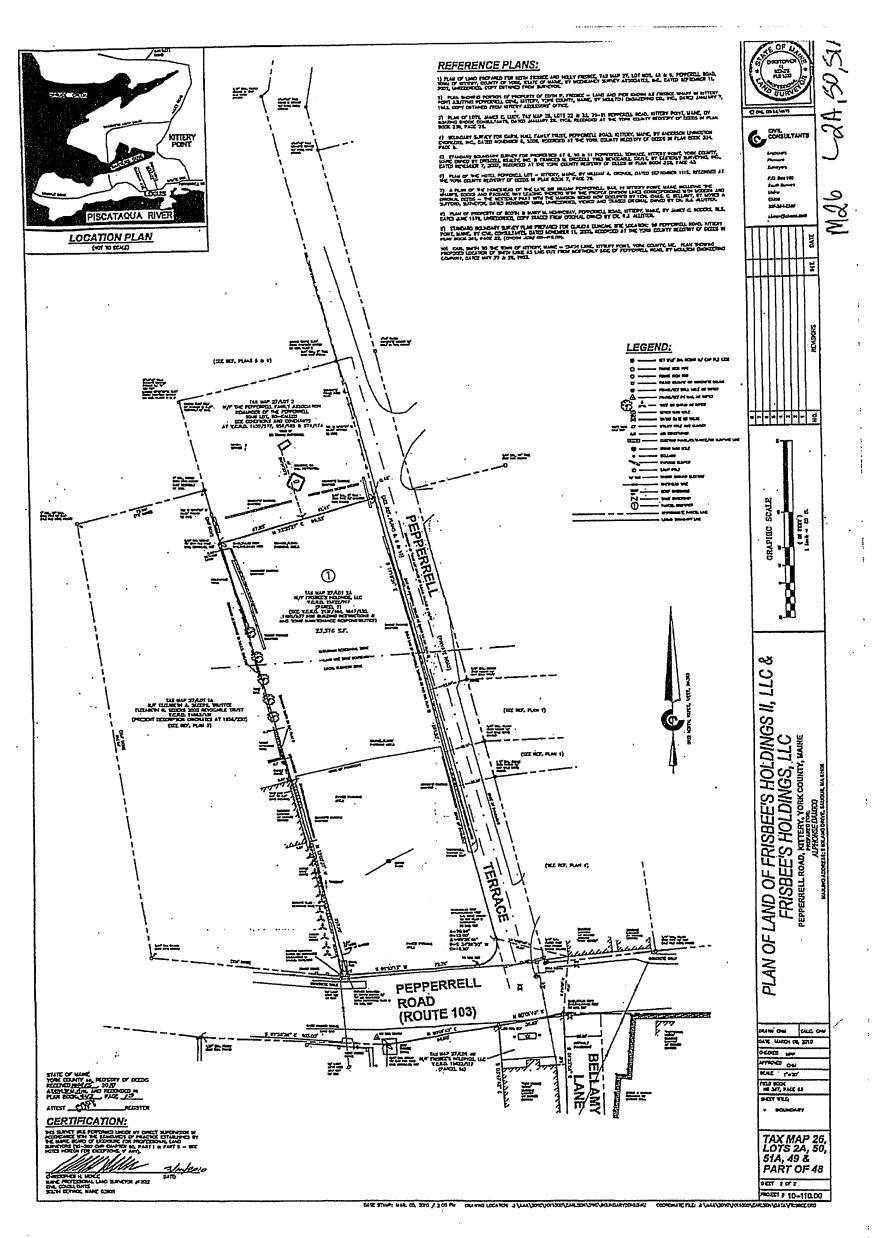
The View C054-18 PBoard





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