December 13, 2018

Page 1 of 4

Town of Kittery Maine Planning Board Meeting December 13, 2018

ITEM 3 - 88 Pepperrell Road – The Bistro - Business Use Change Review

<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 "The Wharf" (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.

Page 2 of 4

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.

Staff Review

The applicant has submitted a parking plan with associated parking calculations for the use changes. The parking plan submitted, dated 6/28/2018 with revisions dated 11/27/2018 shows eighty (80) parking spaces allotted to existing and proposed businesses:

- 1. The Bistro at 115 seats would require 1 space / 3 seats or 38.3 spaces.
- 2. The View (function hall) has a total of 2093 sf which would require 20.93 spaces (1 space / 100sf). 10 spaces are provided on-site with 11 proposed to be off-site, though no off-site location is given on the plans.
- 3. The store (Provisions) has a total of 425 sf which would require 1 space / 175 sf or 2.42 spaces.
- 4. The Wharf contains 42 outdoor seats which would require 1 space / 3 seats or 14 spaces. Note: Previously, the applicant had calculated twenty-four (24) parking spaces to accommodate seventy (72) outdoor seats.
- 5. There is an existing dwelling unit which would require 2 spaces and an unassigned unit which they are allocating 2 spaces toward.

Based upon 16.8.9.4 Off-street parking standards, the total required on-site parking for all of the uses is 79.65 or eighty (80) spaces. Eighty (80) parking spaces are shown to be provided for on the plan.

Also, per 16.8.9.4, there are minimum off-street parking and loading requirements that must be provided and maintained in the case of new construction, alterations and changes of use. Staff notes that the plans do not show compliance with the parking requirements as follows:

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.
 - 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 16.8.9.3.D via 16.6.4.C(2).

Staff has reviewed the proposal and although we generally concur with the parking calculations, we have concerns with what is presented on the parking plan for numbers, layout and improvements. Specifically:

- 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
- 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.
- 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.

 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 (10 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.
- 4. 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. Se aerial photos, attached.

- 5. 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.
- 6. 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.
- 7. 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.
- 8. 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.
- 9. 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.

Recommendation

The Board needs to determine if a site walk and public hearing are warranted. Code Enforcement staff has prepared a report regarding the current uses of the site, proposed parking plan and the development's compliance with local codes that is attached for your review as well.

There is a lot for the Board to consider and due to several discrepancies between the existing approvals, the uses on-site and the current parking plan dated 11/27/18 Staff does not recommend approval of the parking plan at this time.

MEMORANDUM

TO:

JAMIE STEFFEN, TOWN PLANNER

FROM:

STEVE WILSON, JESSA KELLOGG, SHELLY BISHOP – CODE/SHORELAND OFFICERS

SUBJECT: 88 – 90 PEPPERELL ROAD – MAP 27 LOT 49

DATE:

DECEMBER 5, 2018

CC:

We have reviewed the plan for 88 Pepperrell Road and have the following comments.

§ 16.8.8.1 Stormwater drainage.

There was a storm drain existing in the north parking lot. It appears to be covered up and not functioning. The plan should reflect stormwater drainage construction consistent with 16.8.8.1 Stormwater Drainage. Hydrologic analysis may be required.

§ 16.8.8.2 Post-construction stormwater management.

A post stormwater management plan may be required and require engineer review and compliance with this section.

Article IX: Parking, Loading and Traffic

§ 16.8.9.1 General standards.

Applicant see A-F. Need to show traffic flow on plan, and parking areas should be clearly marked with signs and/or surface directions at all times. Off street parking must be constructed in accordance with Table 2 of this chapter.

The plan does not reflect the following:

- Sight distances
- o Existence and impact upon adjacent access points and intersections
- o Turning movements of vehicles entering and leaving public streets
- o Snow removal
- o General condition of public street serving the facility

The submitted cover letter explains that no changes to the parking lots are proposed with the exception of re-striping asphalt areas and providing signage to identify individual parking spaces in the gravel area of the north lot. It also states that during the summer season and events, the owner provides an on-site parking attendant to assist patrons and verify that all vehicles accessing the lots are customers. Wheel stops with signs are shown to delineate the individual parking spaces.

The ordinance requires traffic flow and parking spaces to be clearly marked to maintain safety and acceptable level of service throughout the impact area of the facility.

The ordinance does not allow for an on-site attendant in lieu of clearly identified traffic flow and parking areas. The site should be marked appropriately so it is clear to anyone accessing the parking lot how to maneuver the layout and where to park. It is unclear how a gravel lot would achieve this function.

A note on the plan references "access to the tomb is provided at the northern end of the parking lot". Clarification is needed to show how access to the tomb is achieved by showing traffic flow. The area by the shed & to the rear of *The Bistro* in the south parking lot has been narrowed by stairs for decks.

§ 16.8.9.3 Off-street loading standards.

Plan omits off-street loading bay. Board of Appeals has authority to waive the requirements of this section. A formal request by application must be made to request a waiver on this section.

§ 16.8.9.4 Off-street parking standards.

7/27/17, Planning Board meeting, applicant Ann Kendall, requested review and approval for special exception use for *Provisions* retail and *Annabelle's* take-out ice cream restaurant. Both located in the same area, lower floor of *The View*. The approval appears to require 4 parking spaces for these uses.

The View was approved requiring 21 parking spaces.

In 2010, Planning Board approved the outdoor seating for 80 seats (20, 4-person picnic tables) requiring 27 parking spaces.

Outdoor seating proposal for *The Wharf* is 72 seats, shown on submitted Parking Plan A1.0 dated 10/18/18, as 1,080 sf. Where seating is limited to a specific, designated area, landscaping is proposed to control customer access areas. 1,080 sf of customer access area requires <u>24 parking spaces</u>.

The Bistro is proposed to have 1,634 net sf floor area with customer access which requires <u>37</u> parking spaces, per submittal. The Town has not received a detailed floor plan with dimensions and customer access areas for *The Bistro*. This is required to determine gross floor area for parking requirements. This needs to be submitted and determined.

Dwelling units. There is a separate structure, 3-bedroom single family dwelling that requires <u>2</u> <u>parking spaces</u>. The parking plan submitted has a note on the single-family dwelling, "split level, wood framed house (4 BR)". There does not appear to be permits to convert the 3-bedroom dwelling to a 4-bedroom dwelling. This area needs clarification and verification of septic capacity.

The second-floor apartment between the 2 floors of *The Bistro* will be converted to storage only, per applicant. A change of use application is required to convert the second floor to storage. Storage will require 1 parking space per 500sf gross floor area. The parking plan submitted identifies this area as a 115 seat Bistro and 2BR apartment building. This area needs clarification/correction. An "as built" plan for basement, dormers, uses & parking must be submitted.

Parking plan dated 11/27/18 submitted for review and scheduled for the Planning Board 12/13/18 reflects the following parking calculations and notes –

1. 115 seat Bistro
Dwellings – 1 Unit
Unassigned – 1 unit
Function Hall

2 parking spaces
2 parking spaces
2 parking spaces
10 spaces on-site
11 spaces off-site
Provisions store
42 outdoor seats
Total spaces required
79.65 (80) parking spaces with 80 spaces provided.

- 2. Deliveries shall primarily occur during non-working hours.
- 3. Dumpster removal shall primarily occur during non-working hours.

16.8.9.4 requires Board of Appeals review and approval for off-site parking requests.

Other comments regarding proposed parking plan.

- 1. The south side parking area that designates 12 spaces shall be revised to show the existing deck/stair structure and the clearances for the drive thru area to Bellamy Lane. The plan shall show detail and dimensions to ensure proper clearances are met for public safety.
- 2. The "kayak area" shows 6 parking spaces. The status of these 6 parking spaces are unknown. The Town's understanding is that these are leased spaces for the kayaks and the leaseholders are Al Damico & R.J. Allister. It appears these parking spaces are already designated and cannot be counted towards parking for other uses on the site, and are only for the kayaks. If there is documentation that states otherwise, please provide it.

There are various discrepancies between the existing approvals, uses on the site, and current parking plan dated 11/27/18 proposed. There should be a clear layout of all the uses, approvals, requests/proposals, and parking requirements in order to review the parking plan proposal.

Parking calculations for all uses, existing and proposed per Town records and requirements-

Provisions & Annabelle's

The View

The Wharf

The Bistro

Storage - 2nd floor of The Bistro

Single family dwelling

Total parking spaces

4* parking spaces

24 parking spaces

37 parking spaces (proposed - not verified)

2 parking spaces

2 parking spaces

90 parking spaces

*Provisions retail & Anabelle's ice cream special exception use request to the Planning Board dated 7/17/17 stated – "The applicant is providing three off-site parking spaces. Per the off-street parking requirements outlined in 16.8.9.4, four parking spots are required (where the proposed ice cream restaurant requires 1 space for each 175 sf gross floor area). The applicant must provide four off-street parking spots, and submit an amended BUC application to the Town".

The parking plan submitted for review states the parking requirement for Provisions store is 2.42 spaces. This area needs clarification.

Article XVIII: Landscaping

§ 16.8.18.1 General.

Landscaping may be required by Planning Board.

Article XXIV: Exterior Lighting

Exterior lighting may be required and demonstrate compliance with this section.

§ 16.9.2.2 Clearing or removal of vegetation for uses other than timber harvesting in Resource Protection or Shoreland Overlay Zone.

A. In a Resource Protection or Shoreland Overlay Zone, cutting of vegetation is prohibited within the strip of land extending 100 feet, horizontal distance, inland from the normal highwater line, except to remove safety hazards. Elsewhere in a Resource Protection or Shoreland Overlay Zone, the cutting or removal of vegetation is limited to that which is necessary for uses expressly authorized in the Resource Protection or Shoreland Overlay Zone.

Aerial imagery reflects a walk-way from the south parking lot down to *The Wharf* area, installed in approximately 2012. It is unclear when/if this walk-way was approved. This area may require vegetation.

The exterior seating area previously had partial vegetation and partial crushed stone. The entire exterior seating now has crushed sea shells. The area of vegetation that was removed and replaced with sea shells must be replanted with grass.



CIVIL * STRUCTURAL * MARINE

Adam Causey, Planning Director Jamie Steffen, Town Planner P.O. Box 808 Town of Kittery Kittery, Maine 03904

November 27, 2018 Project No. C054-18

RE: The Bistro, The View, Frisbees Wharf 88 Pepperrell Road -Plan Revision

Dear Mr. Causey and Mr. Steffen;

Thank you and other code enforcement staff members for meeting with representatives of the referenced project and me on November 13, 3018. As always the meeting was informative and provided details for our final submittal which is attached.

At their October 26, 2017 meeting, the Planning Board requested that "applicant, prior to opening the final project, the Wharf, come back with a detailed plan for parking for the entire project." This plan and supporting documents are enclosed.

The parking area consists of two 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 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. I have attached a legal opinion letter from Dean K. Bouffard verifying the past use of the parcels and also historical aerial photographs depicting the parking areas.

A parking plan is also attached, specific notes also summarize the following;

- 1. Parking calculations (Note 1) have been updated to reflect existing and proposed uses for the venues on site.
- 2. The 40' setback from the tomb to the north of the property has been shown, access to this area is provided through the north parking area.
- 3. Signs and wheel stops have been added to the parking spaces on the existing gravel portion of the lot.
- 4. Commercial traffic is restricted (Note 2) "Deliveries shall primarily occur during nonworking hours."
- 5. Note 3 restricts dumpster maintenance "Dumpster removal shall primarily occur during non-working hours."
- 6. During the summer season and events the owner provides an on-site parking attendant to assist patrons and verify that all vehicles accessing the lots are customers.
- 7. Visual screening is provided along the westerly sideline with a vegetative buffer.

I believe this addresses all review and meeting comments; please contact me for any additional information or clarifications required. We look forward to meeting with you at the next available meeting.

Sincerely,

Kenneth A. Wood, P.E.

President

2018-11-27 - The View C054-18 Plan Revision.doc

DEAN K. BOUFFARD, P.C. Attorney-at-Law

74 State Road, Suite 201 Post Office Box 30 Kittery, Maine 03904-0030 Telephone: (207) 439-6377

Admitted in Maine and New Hampshire

Dean K. Bouffard

Facsimile: (207) 439-5794 Email: dean@dbouffardlaw.com

November 1, 2018

Ms. Donna Ryan Post Office Box 67 Kittery Point, ME 03905

Re: Parking at 87 Pepperrell Road, Kittery Point, Maine

Dear Ms. Ryan:

I have reviewed a certain letter dated October 4, 2018 from Adam Causey, Director of the Planning & Development Department of the Town of Kittery. The letter addresses a requirement of the Planning Board from its October 26, 2017 meeting that "... prior to the opening of the final project the Wharf, (sic) [the applicant] come back with a detailed plan for parking for the entire project." This motion was unanimously adopted by the Board. Mr. Causey's letter indicates that the

"[a]pplicant must revise [the] site plan with all required elements, to include traffic circulation, the provision of parking required for each use via on-site and offsite parking, loading zones, and other site requirements from Title 16."

Mr. Causey's letter also indicates that the staff of the Department is willing to meet with you to ensure the level of detail required on the plans is understood. If your engineer has not already met with the staff, I would recommend that such a meeting be scheduled.

While I have not been involved in the planning or permitting process with the Town of Kittery, it seems pertinent to address the status of the parking for the development. In context, the primary parking area for the former Frisbee's Supermarket and Cap'n Simeon's Galley was always the undeveloped property known as 87 Pepperrell Road. This property is shown on tax map 27 as lot 2A. The property was originally acquired by the late Solon Frisbee in 1961 and subsequently conveyed to Frisbee's Supermarket, Inc. (predecessor in title to the current owner) in 1976 by Edith Frisbee Emery, widow of Solon Frisbee. The lot has been used exclusively for parking and is, in fact, restricted by deed to use as a parking lot. During much of that time both Frisbee's Supermarket and Cap'n Simeon's Galley used the parking lot for their operations.

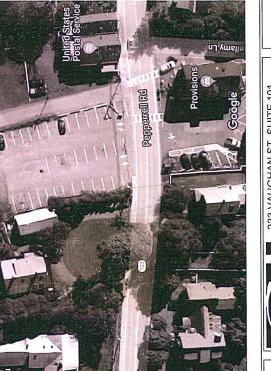
Ms. Donna Ryan November 1, 2018 Page Two

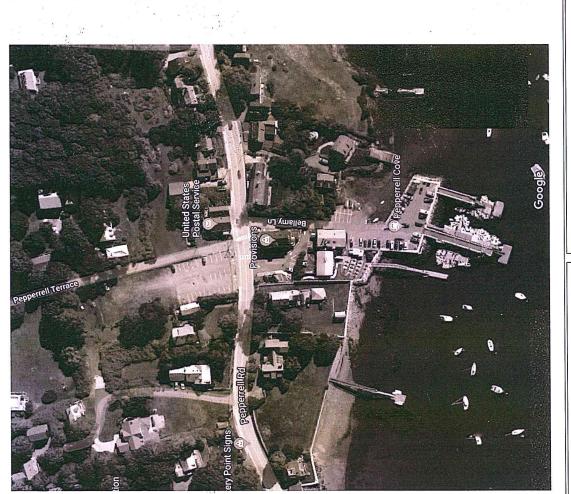
While the intensity of the use of the parking lot may have waned somewhat in recent years, it has continuously been used as the primary parking area for the businesses operated across Pepperrell Road. As part of the site approval process in 2017, plans showing the parking were presented to the Planning Board with plans for the businesses to be operated at 90 Pepperrell Road. Site approval was granted for three (3) of the four (4) businesses originally proposed and those businesses have all received building permits and subsequently commenced operations.

Given the grandfathered status of the parking lot, as well as the approvals already granted by the Planning Board and the issuance of building permits, it is my opinion that parking plans already submitted should be sufficient for final approval of the fourth and final phase of the project. Furthermore, the more recent requirements of Title 16 concerning parking are improvements should not be applicable. Since the vote of the Planning Board at its October 26, 2017 meeting does require that a plan be presented to the Planning Board, I would recommend that you coordinate presentation of the existing plans with the staff of the Planning & Development Department.

ery truly yours,

Dean K. Bouffard





Pepperrell Terrace

88 PEPPERRELL ROAD KITTERY, MAINE

GOOGLE EARTH IMAGES NOT TO SCALE

ARCHITECTS

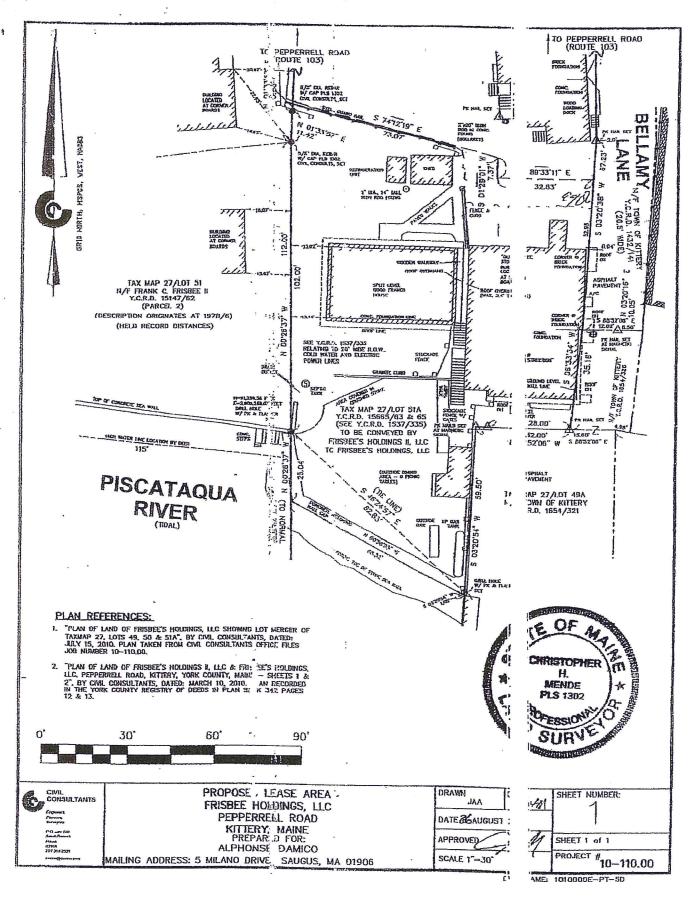
233 VAUGHAN ST, SUITE 101 PORTSMOUTH, NH 03801 (603) 431-2808 www.cjarchitects.net



2003 AERIAL PHOTOGRAPH



2013 AERIAL PHOTOGRAPH
FRISBEE'S PARCELS – 88 PEPPERRELL RD, KITTERY PT, MAINE



GB .

