



Erin Zwirko, AICP, LEED AP
E-mail: ezwirko@yarmouth.me.us

Tel: 207-846-2401
Fax: 207-846-2438

TOWN OF YARMOUTH
200 Main Street, Yarmouth, Maine 04096
www.yarmouth.me.us

To: Chair Holden and Members of the Yarmouth Planning Board
From: Erin Zwirko, Director of Planning & Development
Re: Railroad Square Master Plan – Development Plan and Major Subdivision Meeting 2
Date: February 17, 2022

Overview

The purpose of this memorandum is to give the Planning Board a preview of the next Railroad Square Master Plan review scheduled. The meeting on March 9, 2022, continues the review pursuant to the following ordinances:

- CH. 703 Character Based Development Code (CBDC) Development Plan, CD-4 Village Center Character District, and
- CH. 601, Major Subdivision.



Conceptual Railroad Square Master Plan

The application materials set forth a proposed review schedule with the Planning Board over the next six months. There are at least 5 meetings with the Planning Board identified. With the exception of the first introductory and concept

meeting on January 12, 2022, the next several meetings will be topic-based in order to focus the discussion with the Planning Board through the review process. Those topics include traffic, the development plan design, thoroughfare (road), lots, and parking, green spaces and pedestrian and bicycle connectivity, architectural design, and final meetings to bring everything together.

Ultimately at the end of the review, the Planning Board will be asked to approve the Development Plan and Major Subdivision Plan. A Development Plan and Subdivision Plan are similar to each other as they both focus on the layout of new roads, new blocks, and new lots. The Development Plan ensures compliance with the CBDC standards for Thoroughfares (roads), lots, and the public realm, and references compliance with the Subdivision . The Subdivision Plan ensures compliance with the Town's technical standards for the layout of roads, utility connections, transportation network connections, trees, open space, and trail connectivity. The reviews are concurrent and overlap to a large extent

On March 9, 2022, the Planning Board will review the initial traffic analysis, parking, and the pedestrian shed. These documents are available on the Planning Board's portion of the Town's website.

Traffic Analysis

A traffic analysis is typically required for a Subdivision Plan to confirm compliance with the review standards of Chapter 601, but it also informs the type of road required, which is outlined in Chapter 601 and is relevant to the Thoroughfare Standards of the CBDC. Chapter 601, Article I.D.5, Review Standards; Traffic, states (page 4):

“The proposed subdivision will not cause unreasonable highway or public road congestion or unsafe conditions with respect to the use of the highways or public roads existing or proposed and shall adhere to the street connectivity requirements of Article I.E.7, Street Access to Adjoining Property, herein. If the proposed subdivision requires driveways or entrances onto a state or state aid highway located outside the urban compact area of an urban compact municipality as defined by MSRA Title 23, section 754, the Department of Transportation has provided documentation indicating that the driveways or entrances conform to Title 23, section 704 and any rules adopted under that section;”

The applicant has submitted an initial trip generation analysis for both the approved 298 Main Street project and the proposed Railroad Square Master Plan. Note that although 298 Main Street was approved separate from the Railroad Square Master Plan, due to the shared parking arrangement, the 298 Main Street project must be incorporated into consideration for traffic analysis purposes. The applicant intends to perform another field traffic count in the Spring consistent with Maine Department of Transportation (MDOT) standards, so the Planning Board will receive an updated report later in the overall review. The analysis will also inform whether a future Traffic Movement Permit (TMP) will be required by MDOT.

As with all of the recent projects, the Town's third-party traffic engineer is reviewing the applicant's traffic submittals and will provide comments to the Planning Board for the March 9th meeting. Thomas Errico, TY Lin, has discussed with the applicant's traffic engineer, Diane Morabito, the basis for developing the full analysis, including considering how other recently approved projects (i.e., the 317 Main Street expansion) will affect the transportation network in Yarmouth. This question in particular has been a common concern over the last year and the Planning Board will have the chance to see the wider, holistic view.

Finally, should the Planning Board approve the Development Plan and the Subdivision Plan, the applicant will be required to return to the Planning Board in the future to receive approval for each new building and lot (or group of buildings and lots) under Major Site Plan Review (Chapter 702) and Building & Lot Review (Chapter 703). The applicant has committed to revisiting the traffic analysis for each of these future submittals.

Parking

Providing adequate parking is a consideration of the CBDC, and although is not a required element of the Development Plan or a Subdivision Plan, is an element of the Railroad Square Master Plan that has been brought up as a concern in the past. Under the CBDC, parking typically becomes an element to review when the Planning Board is reviewing the

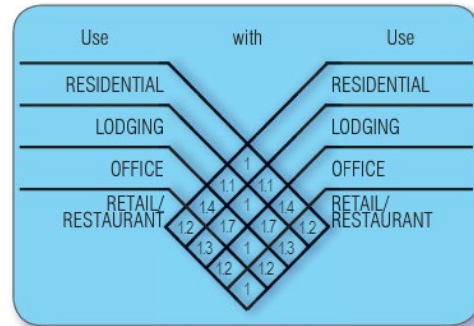
Building & Lot Plan. The applicant has provided an overview of the parking across Railroad Square and at 298 Main Street (as noted earlier there is a shared parking agreement).

Article 5.K of the CBDC outlines parking requirements and shared parking allowances (page 68). The following charts from Article 5.K are informative to review and understand to fully understand how the Railroad Square Master Plan utilizes a shared parking factor.

TABLE 5.K.1 PARKING REQUIREMENTS

PRINCIPAL USE	Parking maximum and minimum range:
Residential	1 per dwelling unit Min; 2 Max.
Lodging	1 per 2 bedrooms Min; 1 per bedroom Max
Office	2 per 1,000 sf, Min; 4 per 1,000 sf Max
Retail	2 per 1,000 sf Min; 4 per 1,000 sf Max
Restaurants	1 per 4 seats Min; 1 per 2.5 seats Max
Other	3 per 1,000 sf or as per use Parking Analysis

TABLE 5.K.2 SHARED PARKING FACTOR



The applicant provided a parking chart within the materials submitted for the March 9th meeting. In the parking chart provided, each building proposed in Railroad Square and 298 Main Street are listed. The proposed uses and square footage for each building is listed as these characteristics factor into the parking ratios as shown in Table 5.K.1 above. Following the allowance of Table 5.K.2 as shown above, a shared parking factor has been applied to the mixed-use buildings only, and only for the commercial uses. The shared parking factor is not applied to residential uses. Ultimately, the parking chart illustrates that the number of parking spaces provided meets the requirements of the CBDC. Planning Board members will want to review this chart and confirm whether it is compliant with the requirements of the CBDC.

The Planning Board has the ability to reduce the number of parking spaces further, and could exercise that option with the preparation of a Transportation Demand Management Plan: *“Such management plans provide a framework for shared or episodic parking solutions, and for TDM plans a comprehensive strategy to reduce parking demand through a combination alternative commute arrangements such as ride-sharing, car-sharing, transit, bicycling, walking, etc. A TDM plan shall include a program narrative, designation of a TDM coordinator, a user survey, parking reduction targets, alternative commute strategies and related infrastructure, incentives and inducements, education, and monitoring and reporting. Failure to achieve target parking reductions shall require remedies to revise the program or provide more parking.”*

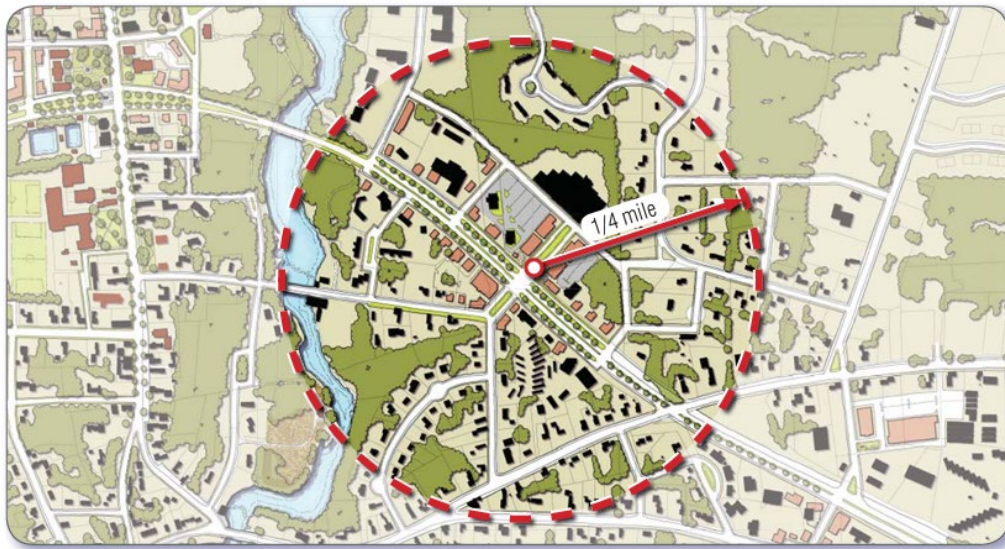
Additional information is provided on the shared parking spaces approved by the Planning Board for 298 Main Street. As Planning Board members may recall, the approval allowed some parking for 298 Main Street to be accommodated in Railroad Square.

Other requirements of Article 5.K include provisions for bike racks and electric chargers. These are typically items the Planning Board sees with the detailed Major Site Plan/Building & Lot Plans; however, it is anticipated that the applicant will present information about bike racks at a future meeting when we discuss bicycle connectivity. Ultimately, the applicant will be required to provide both at the ratio required.

Pedestrian Shed Plan

Per Article 6.D, Pedestrian Sheds and their respective Common Destinations must be shown on the Development Plan (page 109). The section goes on to state, *“Any proposed Development Plan shall include demonstration of connections and creation of non-motorized pathways and circulation systems within the Development Plan Pedestrian Shed(s) and demonstrate connection to any existing or planned trails, Open Spaces, or related public facilities in the vicinity.”* The following image is provided in the CBDC to give context.

ILLUSTRATION 6.D STANDARD PEDESTRIAN SHED



The following plain language descriptions may help the Planning Board understand the capitalized terms from the CBDC:

1. **Common Destination:** CBDC defines it as an area of focused community activity. Railroad Square itself could ultimately become a Common Destination, but certainly the existing pavilion could be a Common Destination as it supports the Farmers Market seasonally. Other more easily identified Common Destinations in the area could be Town Hall, the Library, Latchstring Park or the Center Street Island as a proxy for the Village business district, Royal River Park, Rowe School, the future Community Center, among others owned/operated by non-profits or the government. Churches are not necessarily Common Destinations.
2. **Pedestrian Sheds:** The CBDC identifies three types of pedestrian sheds: long, linear, or standard. The standard pedestrian shed is an average $\frac{1}{4}$ mile radius around the Common Destination. Typically, $\frac{1}{4}$ mile is the distance most people are comfortable walking. The long pedestrian shed is 1 mile. The linear pedestrian shed is focused on a corridor, say if we considered Main Street from Marina Road all the way to Elm Street a Common Destination, then its pedestrian shed is $\frac{1}{4}$ mile off the corridor.

The requirement for a Development Plan is to identify those Common Destinations around a project and their relative pedestrian sheds so that the Planning Board can make a determination whether the project meets the intent of the CBDC to have compact and pedestrian-oriented development in the Village. The applicant has provided a Pedestrian Shed in the submittal for March 9th.

Questions

Planning Board members can be in touch with me to discuss these elements and how it fits into the larger Development Plan and Major Subdivision Plan Review.

Chapter 703, Character Based Development Code, is found online:

[https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/CBDC_As-Passed_04-12-18_CD4_CD4-C\(1\).pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/CBDC_As-Passed_04-12-18_CD4_CD4-C(1).pdf)

Chapter 601, Subdivision, is also found online: https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/601_Subdivision.pdf

Previously Submitted Materials (January 12, 2022): https://yarmouth.me.us/index.asp?SEC=629E1BD4-C041-417B-BBBD-FE8E3715114C&DE=B728284F-D418-4EBB-B7C9-18ABEA6344CB&Type=B_BASIC