

CITY COUNCIL STANDING COMMITTEES
**Special Joint Planning & Development Committee
And Planning Board Meeting**
Thursday, September 20, 2012 – 7:00 p.m.
Kyrouz Auditorium – City Hall
-MINUTES-

Planning & Development Committee:

Present: Chair, Councilor Bruce Tobey; Vice Chair, Councilor Verga; Councilor Jacqueline Hardy
Absent: None.

Other Councilors Present: Councilor Ciolino; Councilor Cox; Councilor Whynott; Councilor McGeary
Council Staff Present: Linda T. Lowe; Dana C. Jorgenson

Planning Board:

Present: Chair, Richard Noonan; Vice Chair, Mary Black; Marvin Kushner; Hank McCarl; Karen Gallagher

Absent: Linda Charpentier; Joseph M. Orlando

City Staff for Planning Board Present: Gregg Cademartori; Pauline Doody

Richard Noonan, Chair of the Planning Board called the meeting of the Planning Board at 7:03 p.m. The Planning Board took up two short matters on their regularly scheduled agenda. At 7:09 p.m. the Planning Board recessed and reconvened upon the members of the Planning & Development Committee being seated at the dais at about 7:10 p.m.

Chair of the P&D Committee, Councilor Tobey called the P&D Committee joint meeting of his Committee with the Planning Board to order to at 7:11 p.m. There was a quorum of the City Council.

1. SCP2012-010: Application of Beauport Gloucester LLC under Sec. 5.25 Hotel Overlay District; GZO Sec. 5.5.4 Lowlands and Sec. 5.7 Major Project

Councilor Tobey announced this is a one-item agenda to consider a Special Council Permit, SCP2012-010, the application of Beauport Gloucester LLC under GZO Sec. 5.25 Hotel Overlay District; Sec. 5.7 Major Project and Sec. 5.5.4 Lowlands. He introduced P&D Vice Chair, Councilor Verga and Councilor Jackie Hardy. He reiterated this was a meeting, not a hearing. The purpose of this meeting is so both bodies can jointly hear an initial presentation on this proposal. Two meetings ago P&D Committee stated a number of benchmark concerns that it was expecting would be addressed in some way this evening. He expressed hope that the whole project, and all of the elements so that the permit requirement checklist will be initially, in some degree, be addressed this evening. At 7:12 p.m., after a brief recess of the Planning Board, **Mr. Noonan** called the Board back into session and announced that this portion of the meeting was a joint meeting between the Planning Board and the City Council's Planning & Development Committee. In accordance with GZO Sections 5.7.5, 5.8, and 5.25 for the Planning Board to review the Special Council Permit under the provisions of Major Projects and Site Plan Review submitted by Beauport Gloucester LLC for a hotel development at 47-61 Commercial Street, Assessors Map 1, Lot 33.

Introduction of Beauport Gloucester LLC Hotel Project by Attorney John Cunningham:

Attorney John Cunningham, 59 Main Street representing Beauport Gloucester LLC presented to the P&D Committee and the Planning Board that entity's application for plans for a hotel at 47-61 Commercial Street under Gloucester Zoning Ordinance (GZO) Sec. 5.25 (Hotel Overlay District) and Sec. 5.5.4 Lowlands and Sec. 5.7 Major Project, as well as Site Plan Review with the Planning Board under GZO Sec. 5.8. Sherrie DeLorenzo, a principal in Beauport Gloucester LLC is in attendance as well several of the design and engineering professionals who have been involved in developing the plans being presented this evening. The firm of Perkins & Will has developed the architectural plans led by Robert Brown. The landscape and lighting have been developed by John Copley, of Copley Wolff Design Group. Todd Morley of Beals Associates will address the site engineering. The Traffic Impact Report was prepared by Vanasse, Hangen Brustlin, Inc., and they will be present an overview by Vinod Kalkiri, P.E. This is an initial meeting of two processes - the special permit and site plan review. They will cover the considerations of the Special Permit and the Site Plan Review recognizing they overlap in many respects. In subsequent meetings they will answer questions of the two bodies after their making their presentation and reviewing their submissions. They will start with an overview; review the six factors under GZO Sec. 1.8.3; then presentations on building design, landscape and lighting, engineering, traffic, fiscal impacts, public access, lowlands

under GZO Sec. 5.5.4 and then a summary. This is part of an on-going process; the first step being the adoption of the Hotel Overlay District (HOD) by the Council in May 2012. There were numerous meetings and after several evenings of discussion with the Planning Board, P&D and a public hearing, the City adopted the HOD under which they are applying. He showed a slide of the local permitting process. The Attorney then began a power point presentation, showing a slide which showed the HOD map, encompassing only the property located at 47-62 Commercial Street, which includes the building presently existing there, the paved area and from the line of the building, an area 10 ft. to the south. Under the provisions of the ordinance this application is reviewed by P&D as well as being sent to the Planning Board for its review under the Special Permit portion of the ordinance. Additionally City staff will provide reports to the Council as a Major Project under Sec. 5.7. The City has retained a third party reviewer to provide it with advice to the City Council, the Planning Board, the Conservation Commission (ConCom) and City staff on technical aspects of the proposal. Simultaneously, the Planning Board in a separate capacity, under GZO Sec. 5.8 is reviewing the site plan application. ConCom after several meetings and receiving advice of its Coastal Wetlands third party reviewer has issued an Order of Resource Area Delineation on September 14th. He showed the approved plan map to the Committee and Board showing the delineation of the coastal beach area in front of the existing building and the improvements projecting from it. The coastal bank is to the east, and the uplands are all lands subject to coastal storm flowage which comes under GZO Sec. 5.5.4 (Lowlands). There was a slide showing the six factors to be met under GZO Sec. 1.8.3(Special Permit) which he named: 1, Social, economic or community needs served by the proposal; 2. Traffic Flow and Safety; 3. Adequacy of Utilities and other Public Service; 4. Neighborhood Character and Social Structure; 5. Qualities of the Natural Environment; and 6. Potential Fiscal Impact. The applicant intends by presenting their plans this evening to give information relating to all of those factors.

Overview:

Attorney Cunningham showed a photograph shot from the playground in the Fort towards the property depicting the "Birdseye Building," and the newer metal building, a retaining wall with a chain-link fence; and at the base of the building is projections and remnants of former industrial activity at the site. Another photograph showed a similar view of the structure along Pavilion Beach; and another shot taken from the Chamber Building at 33 Commercial Street and another photograph looking down Commercial Street depicting about where the proposed hotel's entry would be. He stated the hotel proposal is responsive to the documented need for a year round hotel in the City. A hotel achieves the purposes in the HOD section providing year round hospitality services for visitors, guests, business users, and the community. The project will grow the Gloucester economy, provide significant employment opportunities; provide much needed tax revenue, and facilitate the development of the new maritime technology alliance companies the City hopes to attract. This hotel is 101 rooms with customary hotel amenities - parking for 147 vehicles; a substantially smaller footprint than the existing building and set back substantially from the streets and roadways, neighboring buildings and the beach as well as attractively landscaped. They'll also hear about increasing public access to the beach.

Architect Presentation – Description of Proposed Hotel and Site:

Robert Brown, Perkins & Will, Architects, described the project as replacing a "missing tooth". A place that is going from The Tavern, off to the Fort, and was an industrial facility prior and becomes a residential hospitality entity. He described the site's access from Washington Street coming into Commercial Street. He pointed out the site on a photograph showing the current unoccupied Birdseye Building, the parking lot on the site, the playground in the Fort. He described the overall scale of the Fort and the elevated height that is presently there with Pavilion Beach and The Tavern, the inner and outer harbor. He showed aerial photographs showing the scale of the Fort area. He showed several photographs from various aspects showing the character of the area, and the existing facility. Speaking to the hotel plan, as one comes off of Commercial Street, there is parking, and the hotel which is "H" shaped that has a porte-cochere. The upper portion has a deck. There is public access to Pavillion Beach. There is parking and drop off [which he pointed to with a laser pointer but did not give a verbal location]. There is a garage underneath the building and pointed to an exit to it [but did not give a direction verbally of that exit]. There is a loading facility at one end of the underneath parking area. He showed an overlay comparison of the existing building (shown on a slide in red). The bump out shown is where the tower is located. They are replicating the tower in a similar location. The place where they had their plaza is where there is a recess in the building. In all cases they are set back 10, 15, 20 feet from the original building's configuration. Showing the ground floor, he noted there would be a sidewalk constructed to increase the viability of Commercial Street. The public access way to the beach will be accessible 24 hours a day; a handicap ramp will be put in place as well as a ramp coming off of Fort Square at the playground at the end. There would be discrete signage will be at the entrance, about 5 ft. in height. Arrows indicate a one way system of parking and drop off, and parking into the building underneath. The lobby is small and goes up to the second/main level of the hotel. The second/main level of the hotel exiting from

elevators there is registration, lounges, a restaurant, function facilities. An outdoor courtyard was indicated by the term “indent” but not identified further verbally by Mr. Brown. There is an outdoor courtyard that has the ability to expand function facilities in good weather, and a deck with a potential for a pool, outdoor seating and dining. The tower is accessible from this level, as well as the second and third floor, as well as through elevators. There is a discussion of an historical component, a small museum, as one goes up the stairs.

The “back of the house” has the kitchen, sitting where the loading dock is situated with a separate freight elevator in support of the restaurant, any function facility, or catering up to the hotel. The second and third floors are the hotel room configurations. The third floor has an opening connecting the main lounge to the upper area creating a “country inn” type of configuration. The 101 rooms are about equally divided between the third and fourth floors, consisting of singles, doubles and several suites, along with access to the tower which Mr. Brown indicated by the words “on this level” but did not indicate from which level it was. The third floor is set into the roof line so that the perceived roof line height appears lessened, versus the actual height which is a bit taller. Essentially the third floor roof is being pushed down so they don’t stop on the third floor and build a roof on top. The top floor is within the roof structure, and it is a bit smaller. The very top floor has mechanical systems in a dormer under a main piece, and access to the cooling towers and fans. Another photograph showed the Chamber of Commerce Building, the parking lot, the Birdseye building, and then the proposed hotel rendering was shown. Access for the parking makes a continuous connection to the outer bay. The parking is about a half story below the major portion of the hotel. A roof structure in front of the hotel is a porte-cochere. The access to Pavilion Beach is on the right side of the building. He then showed “flat” elevations of the hotel plans. **Mr. Brown** indicated the loading dock, the parking below, the function spaces, the cut out where the outdoor patio space was located, in the back. Mr. Brown indicated what he termed was actually the top floor of the hotel. The overall roof structure is coming down to the second floor so that the perceived height is from the eave line; about 10-12 feet lower than what is the actual height there. At the top of the building is a mechanical enclosure made to look like a dormer (not exposed) or roof structure. On the top of one of those will be access for a cooling tower, if there is one. The porte-cochere where guests drop off take it up to the second level and the tower faces the water. He showed an opposite view if one were facing the outer harbor. Pavilion Beach is on the bottom of this view. There would be a boardwalk on the beach side of the hotel that runs continuous in front of that. The porte-cochere, the tower; and in this level (which Mr. Brown did not verbally indicate which level it was specifically for the record) are the lounges, the restaurant, registration. The second level has a two-story open space. The top floor, as indicated previously, is residential, again, within the roof structure that has been set into it, and then a penthouse for mechanical systems. The West elevation (Chamber of Commerce) was shown, and Mr. Brown described some of the elements of design. He showed a rendering of the building from a more distant view indicating with the drawing to the Committee and Board how it would fit into the landscape of the area visually. It is intended to use natural material (as shown in a slide) familiar to Gloucester and the coastline such as wood clapboard, local granite features that will surround the site (confirmed through inquiry by **Councilor Hardy to Mr. Brown**), a metal roof He noted a rendering of the hotel as viewed from the Fisherman’s Memorial on Stacy Boulevard. There are a variety of roof styles that will be used, such as a gambrel roof, a pitched roof, the tower to create a building that nestles into the larger surround.

Building Height:

Attorney Cunningham addressed the building height portion of the request for Special Permit. He showed a slide summarized the provisions of GZO Sec. 5.25. The Hotel Overlay District (HOD) provides a maximum height for a hotel is 40 ft. without a special permit. The definition of building height is the vertical distance measured from the average grade prior to building construction to the highest point of the peak of the ridge of the roof. The average grade prior to the building construction is established by determining the elevation of the building of all of its corners and deriving an average. Under the HOD, building height doesn’t include the mechanicals, non-habitable roof structures, and non-habitable towers or architectural features which do not have a footprint greater than 400 square feet and do not exceed the ridge height of the hotel by more than 20 feet. The design submitted calls for a tower that is 20 feet higher than the ridge height of the roof. He showed that rendering of that roof differential, and also showed this view from the Chamber of Commerce building. The top of the tower is 20 ft. above the ridge line of the hotel. Just peeking over the top is the mechanical penthouse integrated into the roof. The average grade under the GZO calculations is shown to be below the level of the parking garage because this site is relatively low. In order to comply with current building standards, it is necessary to raise the level of the garage up approximately 3 ft.; and that is why the average grade is 3 ft. lower than the building. When looking for the relief, part of that comes from the need to observe the modern flood hazard protection standards and building codes. The difference of the between the average grade and the ridge of the hotel roof is 61.0 ft. Mr. Brown addressed the design considerations in building massing and height and what was trying to be accomplished with this design. **Mr. Cunningham** expressed the applicant’s belief that this design is responsive to the HOD and the height exception.

Reduction of Footprint between the Birdseye Building and Proposed Hotel:

Attorney Cunningham pointed out that the footprint of the hotel has been substantially reduced. He reminded the Councilors and Board members of an overlay slide presented earlier which showed the existing building with two blue lines – one showing the parking garage which makes the deck at the first level. The second blue line indicated the actual footprint of the hotel. Calculations will be presented; the footprint of the hotel itself is approximately half of the existing building. The building has been pulled back from the lot lines in all directions. It has been pulled back substantially from the beach; pulled back from the Chamber side, from Commercial Street and from Fort Square and from the Mortillaro building in the corner. In addition, the loading dock has been put in that corner (not indicated verbally which direction on the site map this corner was) which opens it up even further because the loading dock is at ground level. This design, he said, has a positive effect; and is not substantially detrimental to the neighborhood. The standard is that, “The Council is to make a determination that an increase in allowable height is consistent with neighborhood character”. Mr. Brown stated his effort to use the height of the Fort and The Tavern and to try having this hotel fit into that character; and that it will not be substantially detrimental to the neighborhood because of obstruction of views, overshadowing other properties, or cause adverse affect or utilities. There is an existing building that is 30 ft. in height. The view from Commercial Street is substantially blocked now. One of the efforts of design was to leave an open space to the west, where the parking area is, so guests coming to the hotel, people using the public access would have a view of the outer harbor. He expressed the applicant’s belief that this design meets the special permitting standards.

Landscaping and Lighting:

John Copley, Copley Wolff Design Group, ASLA, Principal, gave bearing points to the Committee and Board stating to the north is Commercial Street, south is Pavilion Beach, the Fort is to the east, and west is the Chamber of Commerce building. To the north side Mr. Copley indicated there is an opportunity for a planting strip. In all cases the planting are raised beds. There is a six inch curb to keep the plantings away from snow and pedestrians. There will be a mix in all planting beds of perennials and annual plantings and evergreens to have color in all four seasons. On the north side (Commercial Street), there will be six bollards with lights on them to light the pedestrian way. Extending across Commercial Street and across in the parking area will be a low fence. The bottom elevation of the building has a slat fence to screen the parking. That fencing is extended beyond the parking which was indicated only by the words, “in that direction.” He indicated the sign for the hotel by pointing it out on a, but did not describe its location. On the west, the Chamber side, there is another planting bed. There they will use a flowering tree, with a raised bed of evergreens and perennials. There is an opportunity for light poles in this location. The main parking area has shade trees and a mix of deciduous and evergreen shrubs and perennials in raised beds. Along the building there are to be pre-cast or brick pavers with planters for special annuals along a side of the hotel. In the parking lot to divide the parking spaces and to provide opportunities for lighting, there are three bollards with anchor chain; and on top of the middle bollard will be a marine/nautical type light pole fixture. The bollards have wall lights installed in them along the street. The bollards will be made of local granite. There are two rows of bollards which will be in two places which Mr. Copley did not verbally describe. On the south side on Pavilion Beach, there are to be a series of bollards with anchor chain and light posts. Along the south side of the building on the beach there are a series of wall lights to illuminate that pedestrian walkway. The lights are all marine/nautical type fixtures because of the location. On the east (or Fort side) is the loading dock. They propose planters in curbs. He stated they were especially concerned about screening the utilities area. To the east there are a series of evergreen trees. The same fence that wraps the south side will wrap the east side. They not only will have evergreen trees but will also have a solid screen. He showed examples on a slide of the marine/nautical light fixtures proposed. Without a verbal description of the type of light and where it would be used, Mr. Copley indicated another type of fixture had a Fresnel lens. The “big circles” are for five posts. The wall lights, round in shape, are on the bollards and are smaller, and will also be used along the screening fences. There will also be lighting in the porte-cochere. All of the designed lighting complies with City ordinances in terms of coverage. He showed photographs of elm trees for shade in the parking lot; spruces for the cover of the utilities on the east side; juniper and evergreens in the lower beds; flowering trees on the west side are pear trees; and some spreading yews will be used as well. The slide also showed examples of the proposed stone bollards with anchor chain and also an example of cobblestones to be used in the parking area in a small space. The shade trees, elms; pear trees on the edge; and the evergreens are on the east side.

Infrastructure Engineering:

Todd Morey, Beals Associates, Senior Professional Engineer spoke to engineering and infrastructure on the proposed hotel site. He showed a slide of the basic site plan.

On Site Parking: The parking lot configuration has an internal and external parking garage. It has been designed so that it will be counterclockwise flow in both the external parking lot and the internal garage. As hotel guests arrive

they'll turn into what Mr. Morey indicated [with no directional markers verbally] a driveway and drop off under the porte-cochere park either under cover by looping through the garage or park outside. The parking garage is designed as a one-way flow of traffic. The outer aisles are one-way and the inner aisles are two-way. All the parking spaces are standard-sized spaces with the exception of a row of compact car spaces. The standard size is 9 feet by 18 feet, with the exception of the ADA compliant spaces on the outside and several on the inside as well. The total for parking of vehicles based on the HOD requirements is 135. They have provided 147 total parking spaces, about 45 parking spaces on the outside and 102 inside (which includes several double-stacked spaces). There will be opportunities for valet parking during events which will pack the garage a bit more.

Loading Dock Area: Deliveries to the loading dock would see trucks coming down Commercial Street backing into the loading dock. This loading dock is configured to allow single unit trucks only, with about six to eight of those trucks delivering per day. No tractor trailer truck deliveries to be allowed. There are two full bays. They are at grade. Trucks can back in, off load, and drive directly out upon completion of their delivery. Trash pickup happens in a similar fashion. Trash trucks will face into the loading dock. There is a mechanism with a winch on the back wall of the covered loading dock to allow the compactor to be rolled out, emptied by the truck, is dropped down; and the winch will pull it back up under cover.

Commercial Street Layout: Commercial Street today varies in width from about 22 feet to 23 feet wide. Pavement is in rough condition. The curb has become poorly defined over years of pavement overlay and various Commercial Street activities. The sidewalks there are 4 feet to 5 feet wide and are poorly defined. Where there are sidewalks they are narrow. The applicant proposes to widen part of Commercial Street to 28 feet wide from curb to curb. On the hotel side, they have included an 8 foot wide concrete sidewalk with landscaping. Currently the sidewalk is 4 feet to 5 feet wide uneven sidewalk with buildings on the pedestrian's shoulders. In the future a pedestrian would walk along an 8 foot wide concrete sidewalk with a landscaped strip before reaching the side of the building (not indicated which side). The building treatment in that area is not just a concrete wall going up. There is some wooden screening for the parking garage. There will be a small knee wall leading up to the floor of the parking garage. In addition to the concrete sidewalk, there will be full granite curbing to prevent vehicles going up onto the sidewalk. Access to Pavilion Beach has a 10 ft. wide concrete walkway along the beach front with ADA compliant ramps on either side and also a stairway access which he indicated would be in the middle but did not use language to indicate what middle it actually was.

Dimensional Requirements: **Mr. Morey** noted the existing building is over 49,000 square feet on the site. They are proposing on the garage level less than 37,000 square feet, which is approximately a 25 percent reduction in the overall square footage. The actual square footage of the hotel footprint from "that" platform moving up is around 24,475 square feet which is a full 50 percent reduction from what is there today in building mass. He showed a summary of the basic zoning compliance summaries taken directly from the HOD requirements as well as the underlying Marine/Industrial (MI) requirements, minimum lot area of 60,000 square feet which Mr. Morey indicated they exceed. Minimum lot area for every two guest units is almost 1,600 square feet, exceeding the minimum. Minimum open space is exceeded substantially. The minimum lot width /minimum frontage doesn't change. The minimum front yard, 10 foot is required, and is proposed to be just over 10 feet on the narrowest side which is over by the loading dock. Proceeding westerly, back towards the Chamber of Commerce building, the dimension is a little bit more due to the skew of the building versus the alignment of the street. He pointed out the existing Montillaro building on the corner, and so they have honored that 10 foot side yard sets back. The maximum lot coverage of the hotel proposal will be about 47 percent. The hotel will provide for 147 parking spaces. They meet the requirements for the stall dimensions. They are only providing 12 percent for compact car spaces. They will provide for a 12 foot by 50 foot loading dock with no rooftop structure on them. He reiterated that there will be no tractor trailer trucks going to this facility for deliveries once the hotel is open. On inquiry by **Mr. Noonan**, Planning Board Chair, **Mr. Morey** indicated only box trucks will be allowed.

Beachfront Aspects of the Hotel: **Mr. Morey** described the current site conditions on the beachfront stating that on the Chamber side of the property is the edge of the existing parking lot. As the applicant went through the plans with the Conservation Commission (ConCom), they tried to delineate the coastal beach which falls under the Wetlands Protection Act, and is a resource area. They ended up delineating it as coastal beach as indicated in the approved Order of Resource Area Delineation. Everything below the blue line on the slide he indicated was considered coastal beach. There will be a 10 foot beachfront walkway, and an 8 foot walk from Commercial Street coming down from Commercial Street for public access to an ADA compliant ramp. He described the current conditions for accessing Pavilion Beach around the Birdseye site. From the Fort Square side there are steps. They will leave those steps in place. An ADA compliant ramp will be added. As indicated earlier in the presentation, there would be a deck structure with outside amenities. To access the beach from the deck, there will be a set of stairs on one side of it which come down to the 10 foot wide walkway. Directly across from that will be a set of stairs going onto the

beach. This creates three points of access from the property onto the beach. There is a proposed seawall to be built on the edge of the 10 foot wide walkway which will project down towards the limit of where the building is today. The seawall is shown as a curved line with variable heights. They've kept the walkway at the same elevation. They end up with a wall about 3 ft. high on one end to gain access to the beach; in the middle it needs to be 6 feet to 7 feet. That dictates the actual shape of the wall. Coastal Zone Management (CZM) asked they dissipate some of the energy from wave action generated by storms. When extreme storms come in it hits the building. They are proposing a wall with a multi-stage slope to it which he described the varying dimensions of the slope. The bottom slopes would be covered up with "armor stone" to further help dissipate the wave energy. Most importantly there is no construction on Pavilion Beach.

Grading/Drainage Plans: There are three FEMA flood zones (flood zone maps on file with City) that affect the property. The first FEMA zone affects much of the inner harbor and comes across the property at Elevation 9. The second flood zone; an over-wash zone, of additional flooding above the typical flood zone with a depth of one foot, which is at elevation 10 (out of the garage to Commercial Street which ranges from elevation 7 to 11-1/2). The third flood zone is a velocity elevation or VE zone coming to the back edge of the existing building (elevations of waves that can cause damage during storm events. This dictated raising the garage floor to elevation 12. The top of the seawall is at elevation 13. The walkway is 11-1/2 to 12-1/2 elevation. As they develop the elevation on the site it pushes the stormwater towards Commercial Street. They propose a catch basin at one of the entrances (he did not indicate verbally which one) and a trench drain which will "catch" all of the paved parking area. They will feed through a sediment removal chamber, "storm-ceptors" to remove sediments before it goes back into the Commercial Street system. The building and deck area's stormwater is collected with a series of leaders and goes to an underground filtration system at the upper end of the parking lot to allow stormwater collection and infiltrate into the ground which can take up to a 25 year storm (5-1/2 inch rainfall). There is an overflow structure on the end of it. If that storm is exceeded, it will overflow and bypass going down a storm drain into the municipal system. This system is modeled which starts with the existing 18 inch outfall on Pavilion Beach that comes back to Fort Square. There is a secondary system that collects stormwater that discharges back to the inner harbor out through an easement the City holds alongside a nearby commercial building. They found that once the rainfall hits over 1 inch Commercial Street floods. To assist in preventing the flooding of Commercial Street and the hotel's parking garage was to take the stormwater out of the system which is a large part of the site. They also would upsize the pipes to 18 to 24 inches and included it in their infrastructure recommendations. The rain coming off the beach side walkway will have scupper drains similar to the walkway that heads towards the playground. **Councilor Tobey** noted they referenced an 18 inch outfall. **Mr. Morey** indicated it is off the edge of Fort Square at the sidewalk where it deviates towards the playground. **Councilor Tobey** asked how it discharges. **Mr. Morey** stated it discharges directly onto the beach. The elevation is about .7. Low tide is 0.5. It is halfway to mean high tide. Mean high tide is elevation 4.

Site Utility Plan: Sanitary sewer service will have individual exits from the building for the kitchen waste which will have to go through a grease trap. The remaining domestic wastewater would go straight out to the municipal system. The grease trap will lead out to that once it has been treated. The water has two distinct separate taps; a fire and domestic service as well as another feed that comes up into the parking lot for an exterior fire hydrant. Gas will tap off work just done and come from Commercial Street to a gas meter. Electric will come off a pole and an underground feed to a transformer. There will be a set of generators for back up in emergencies. They did contact the electrical utilities to put the electrical service underground. Because this is three-phase power for the existing industrial buildings in the area, the utility company doesn't like to go underground and then come back up with it. For now the utility company has said no to take all electrical service underground. As to the water, sewer, drainage, gas (already upgraded), it was decided that in order to support the hotel, some improvements will need to be made [to service from the City infrastructure]. Original proposals included running a 12 inch main from Rogers Street/Washington Street intersection to Commercial Street to connect to existing water lines there. As that developed, they were informed by the Dept. of Public Works and City Engineer that all these lines in the area have reached the end of their useful life. The concern was if they took the Fort Square and Commercial Street area served by an old 8 inch main and put a new 12 inch water main with full pressure with a new system, they could blow out service to other building. They could design around that until there is upgrading. The area sewer system has two pipes in the ground. There are frequent back ups although with the recent CSO work the back ups are less frequent. They would change these pipes to 12 inch pipes. There is a pump station built in the 1930's which Mr. Morey said works OK. The drainage system planned will maintain the same outfall with the same alignment. In discussion with City staff if they were doing all this work; and it makes sense to get it done now. It is a tight area. It didn't make sense to partially build it and then do the rest of it. It would impact the neighborhood twice and disrupt the services.

The City has applied for a State infrastructure grant application to MassWorks submitted this month. The City should hear by the end of October of an award. Beauport Gloucester LLC has contributed funds to the City for a complete design study and engineering design for the Commercial Street, Fort Square, Beach Court and Pascucci Court area. When the grant is awarded, the project will be ready for the springtime, which is a criterion of the grant. They included in the application a plan that shows four general phases of construction. Phase 1 from the existing parking lot they stage the operations to remove the concrete and metal building and cap the utilities that feed the existing buildings. Phase 2 they will build a temporary gravel bypass road (indicated but not described as to the actual location) with a spur aligned directly across from a driveway to allow vehicles to get through and access an outer area by trucks from Commercial Street and access out to Fort Square. This allows an area of the infrastructure to be worked on. Another bypass would have to come through St. Peter's Park. As an area he indicated by pointing but not verbally, is being used for a bypass, they will have to coordinate the timing very carefully with the City. They plan to put a sheet pile wall along on the outer edge of the seawall is proposed to protect the beach from the construction activities and protects those working on the site in the event of storm waves coming through. It would only be on the east end of the property. They will not shut off access to the beach which can still be accessed from Fort Square and off the end of the parking lot of the Chamber building. Phase 3, after the sheet pile wall goes in they can build the walkway and seawall. They can build around the proposed bypass road doing a great deal of the infrastructure work on the site. Commercial Street and Fort square when on the binder pavement on the roadway is down, they would finish building the hotel, and would coincide with the final pavement being laid on Commercial Street and Fort Square. The timing and duration on Phase 3 and 4 is yet to be determined. Moving forward with the site utilities they will work closely with the City.

MassWorks Infrastructure Grant and Beauport Gloucester LLC Contribution of Funds to City for Engineering Design of Infrastructure on Commercial Street:

Attorney Cunningham noted that one of the key elements to obtaining the MassWorks Infrastructure Grant for the City is jobs creation and economic development. This project is a key component of that grant. There is a great advantage for the City to get this funding to get this important infrastructure work at the Fort where the City is facing mandates for so many other places in the City. Addressing this infrastructure in a comprehensive manner is good for the neighborhood, the City and its ratepayers, and the hotel project also. Having the City design and build the infrastructure assures adequacy of utilities as one of the six factors of the Special Council Permit (Sec. 1.8.3).

Traffic Study:

Vinood Kalkiri, Vanasse Hangen Brustlin, Inc. P.E., P.T.O.E. and Project Manager reviewed the traffic study. They assessed two scenarios – one projecting five years into the future without the hotel in the area and another with the hotel added into it. The site is accessed via roadway routes from the airport and locations outside of Gloucester. Route 128 from Grant Circle rotary provides access from Washington Street which provides access down to Commercial Street. There is access from Essex Avenue (Rte. 133) which provides connection to Western Avenue onto Commercial Street also. Generally travelers coming from the west and south outside of the City access the hotel site area through Essex Avenue or Washington Street. They focused their data collection, impact assessment and analysis on critical intersections of Kent Circle, Western Avenue, in two points, Middle and Washington Street, Main Street in three points and Commercial Street. This was all for existing conditions. They looked at traffic volumes, safety conditions, traffic conditions both during summer and non-summer months. They looked at safety data, number and types and severity of crashes in order to understand what types of deficiencies exist that contribute to the safety concerns. **Councilor Tobey** asked why Centennial Avenue intersection was not included. **Mr. Kalkiri** stated the intersections they identified as part of the study is intended to capture the true traffic flow of the project. Very little of the site traffic would turn onto Centennial Avenue. Capturing the operations on either side, they are looking at a network and look at crucial points upstream and downstream of choke points to give an idea of delays associated with that corridor. They also looked at choke points including sidewalk connections, connectivity between different areas. If leaving the site, how do pedestrians navigate to Main Street, for instance? They collected daily counts, morning and evening rush hours. He showed a comparison of traffic flow. The left half showed non-summer conditions and the right half summer conditions hourly over 24 hours. There are certain times of day where one hour of volume of traffic on Rogers Street equals an entire days worth of traffic on Commercial Street. This includes various modes of travel. The next slide broke down the components on Commercial Street during the non summer times, and the right half showed the summer traffic flow on Commercial Street during weekdays. The takeaway **Mr. Kalkiri** indicated are the trend peaks during the middle of the day. It is critical to how these traffic volumes compare to the traffic the hotel generates when the guests come in and leave for check in, departure, etc. Commercial Street traffic peaks during the middle of the day. Rather than looking at impacts of traffic versus site traffic they look at the peaks. A similar chart for summer and non-summer is on Saturdays which shows a similar trend during the peak time of the middle of the day. During the time they did the traffic in July 2012

there was a great deal of truck activity during the week. In addition to looking at traffic conditions, they also looked at traffic during special events. St. Peter's Fiesta occurred during their study. He showed pictures by a professional engineer for several days during Fiesta along Commercial, Rogers and Washington Streets. There were cars parked on Commercial Street and there was room there, he indicated, for two-way traffic; and none of the streets were closed down. There were police details and heavy pedestrian traffic, but light vehicle traffic.

The third step was estimating the traffic volume that would be generated by the hotel. Those use peaks are at 5 p.m., 6 p.m., and 7 p.m. versus the peak of Commercial Street traffic during the middle of the day. There are uses of commercial businesses that leave at certain times of the day. The traffic is spread throughout the day for the hotel versus set times of leaving and coming to the site. There is not a lot of vehicle traffic generated by 101 rooms. There is public transportation close to this area, CATA bus and trolley service, water taxi and pedestrian connections. Guests will be able to walk to many locations nearby. They used standard data for these analyses. The next step in analysis after getting baseline conditions was to look how traffic comes to the site and its distribution on the roadways. The slide shown reflected that during the morning the rush hour is oriented on at Washington Street off of Rte. 128 north/south. The traffic from the hotel is more east/west oriented. It was clear that Washington, Main, Rogers, Commercial Streets there is a choke point at their intersection. There is inadequate signage and traffic control in that particular area and a lack of well defined lanes. It has a wide area that is intended for one lane of traffic. The intersection approaches coming out of Main Street which you can head down to Rogers or go down Washington Street, but there is not indicating signage. There are confusing intersection approaches. There are closely spaced intersections that are difficult to navigate consistently in this area. If coming down Rogers Street and there is a need to turn onto Commercial Street, there isn't enough information to drivers to indicate how to make this turn. There are long crosswalks which creates a safety concern. Several years ago the City had a consultant look at this area, and there were suggestions for improvement. There are pedestrian/vehicle conflicts with longer crosswalks. Looking at the existing deficiencies, independent of the project, there is a need for traffic/signage improvements. They are suggesting a plan to address this with pavement marking modification, signage to show where to stop, well-defined crosswalks, a drive-over scored concrete island, reconfiguring the traffic island. Angle Street can be modified so that the approach lines up with Washington Street and not with Western Avenue and Western Avenue traffic can be under yield control. A bump out on Commercial Street would align it more at a 90 degree angle with Washington Street. This would help with sight line issues. This plan calls for elimination of the crosswalk in the middle of Washington Street which is very long. It is suggested there be a crosswalk on Rogers Street to improve pedestrian safety. Commercial Street will be widened to about 28 feet with a new sidewalk which is better than what is there now.

Qualities of the Environment:

Attorney Cunningham spoke to qualities of the environment, one of the six factors of a Special Permit, GZO Sec. 1.8.3. Noting all the enhancements to access to the beach, the landscaping and the building design, walkway and building design, this building will be "LEED" certifiable. The owners are committed to building an environmentally sensitive and green manner. Under the wetlands protection act other environmental concerns will be addressed by ConCom in parallel with the Special Council Permit process. As to potential fiscal impact, another factor, this project will be beneficial to the City. Real Estate taxes on the buildings and site now are about \$25,000 per year based on an assessed value of \$1.9 million. Until the building is completed, they won't know what the assessed value will be, nor will the City Assessors. He expressed the opinion the assessed value and real estate taxes will be a significant multiple along with a continuing stream of revenue from the meals and rooms taxes. Revenues from the City's building permits, plumbing and electric fees will be substantial. There is no reason to believe there will be a significant demand on protective services from Police and Fire. They will be responsible for their own trash removal and snow removal as with any other commercial development in the City. An important consideration is the significant employment opportunities that would be offered by the hotel. The additional revenue that would accrue to local businesses that provide goods and services to the hotel and from revenue generated from hotel guests spending their money in Gloucester rather than somewhere else.

Sherrie DeLorenzo, 1 Horton Street, Cruiseport Gloucester, Seaport Grille and partner in Beauport Gloucester LLC thanked the Beauport team for doing a great job and it is the first time seeing their plan which has been in the works for a year and a half. She wanted to settle the hotel into the community to make it look like it had been here for years. This is her legacy, the building of the hotel. Her other local business, Cruiseport, has been very busy with weddings the last two weekends. They had to take 100 rooms in a Danvers hotel. These guests did not stay or shop in Gloucester. She was convinced the guests going up the line now would stay in a full service hotel in the City. She employs many people at Cruiseport and wishes to continue this with the Beauport Hotel. She envisioned many roles for many employees for the hotel. She hopes to foster young people and mentor them so that they can have a life in Gloucester. She expressed her passion is in the hospitality business and wishes to welcome guests to the

community. Gloucester is a destination, known for its beauty, beaches, and heritage. She asked they open their minds to all for the opening of a gateway to the City and to build a hotel the City would be proud of.

Attorney Cunningham spoke of public access to Pavilion Beach via various points of access for the hotel site. In this way the Fort can be connected to the City's Harbor Walk with connection to their walkways to the inner harbor. He stated the owners are committed to the public use and access of Pavilion Beach. Under GZO Sec. 5.5.4, because the site is subject to storm flow, the Council has to find that it is not a hazard to health and safety and that the hotel can be carried out to conserve shellfish and other resources to the City, which the project is doing this through the wetlands protection act.

Councilor Hardy asked they reconvene at P&D to addresses Committee questions, and that the Committee would be able to receive larger versions of the plans and materials presented this evening. **Mr. Cunningham** stated they would provide electronic version and provide his notes and make 11 x 17 copies with one image per sheet. **Mr. Cademartori** explained everything submitted is on the City's website. There is a lot of redundancy with the two applications between site plan review and the Special Council Permit. Site plan review is to look at some as-of-right uses that could potential have area impacts. **Councilor Tobey** suggested that on October 3rd when P&D reconvenes, that the Committee would go into more detail by the applicant on the utilities outlook as it evolves. On inquiry by the Councilor as to the status of the City's effort of consulting engineering services on the infrastructure, **Mr. Cademartori** stated there are two separate contracts; one is for an independent peer reviewer for the Special Permit application, as well as the site plan as well as supporting ConCom in their review. The firm selected for that review including the traffic analysis is Beta Group. Additionally funded by the contribution by Beauport Gloucester LLC, several firms were interviewed for infrastructure design and improvements. A firm has been selected and a contract should be finalized in the coming days. That information will be provided to the Council in appropriate times for check in on their review. **Councilor Tobey** asked the consultant team be at the October 3rd meeting to give a timeline for their work, most critically telling them when they can do the site visit which will be the for them their walking tour before the weather turns. The second set of considerations will be on the beach. One is a more in depth discussion of the sheet pile wall, and subsequent construction of ramps. He was particularly interested in the relative placement of the structures for the building and the retaining walls on the site now; and proximity and impact on beach integrity. He noted that the Perkins & Wells piece of the application filing in August, C-600, Seawall (pg. 100) speaks of the existing building wall as the lot line. He would like that evaluation of where that came from, and the records relied on which referred to it as the lot line. For the beach consideration he wanted the "do-nothing" option; what would happen to the beach if the site remains as is vis-à-vis the "sculpting" plan referred in the presentation as well as the Ft. Square 18 inch outfall. There was a letter from Attorney J. Michael Faherty, representing Mortillaro Lobster which raises important questions that have to be referred to General Counsel to the extent Commercial Street has been laid out and taken by the City and it is important to have a report back on that on October 3rd. **Councilor Hardy** also asked about the relationship to the traffic study the bump outs, and what is the curb-to-curb measurement; and if any parking spaces are eliminated by the bump outs; and what are the plans to replace the lost spaces. **Mr. Cademartori** pointed out in the contract there is a significant amount of investigation to be done by the consultants with a tight budget. He asked the consultants be able to submit something in writing rather than attending the October 10th meeting. He will give the Committee a timeline of their activities, and when the consultants could be available to the Committee, and the site visit date.

A motion was made, seconded and voted unanimously by the P&D Committee to adjourn their Joint Meeting with the Planning Board at 9:16 p.m.

Mr. Noonan called for a recess of the Planning Board at 9:16 p.m. and would reconvene the Planning Board meeting shortly thereafter.

Respectfully submitted,

Dana C. Jorgenson
Clerk of Committees

DOCUMENTS/ITEMS RECEIVED AT MEETING:

- **Submitted the following day to the City Clerks office: Copies of the Power Point Presentation by Beauport Gloucester LLC through their representative, Attorney John Cunningham in 11" x 17"**

paper format as well as by electronic means for P&D Committee, Planning Board and City Council files

- **Written statements of Attorney John Cunningham and Sherrie DeLorenzo**